

**The Role and Participation of Women in the Integrated  
Development Planning Process with special reference to the North  
Local Council area in KwaZulu-Natal**

by

**Miss Aarthi Maharaj**

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**Declaration**

I declare that this report is my own, unaided work. It is submitted in partial fulfillment of the degree of Master of Town and Regional Planning in the University of Natal, Durban. It has not been submitted before for any degree or examination in any other university.

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Aarthi Maharaj

15 December 2000

## **Dedication**

I dedicate this dissertation to my Mother and my late Grandmother, both of whom have played pivotal roles in my life and have been my inspiration for this work.

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# CHAPTER 1

## ORIENTATION

### 1.1. INTRODUCTION

Women in South Africa experience a wide variety of gender specific constraints. In very general terms, these constraints are as follows:

- "restricted employment opportunities;
- balancing home and work;
- lack of facilities and support;
- obstacles in the physical work environment;
- patriarchal organisational culture;
- gender- blind service delivery;
- gender – blind participatory processes"

(Cole and Parnell, 2000: 9)

In South Africa, women experienced a triple oppression; "firstly by the apartheid system; secondly by the capitalist system and thirdly by our own culture and traditions" (Satyagraha In Pursuit of Truth!, August 2000: 4). Therefore, the struggle against sexism and for gender equality was subordinate to apartheid. It was believed that once racial equality has been achieved, gender equality would follow. In the early 1990's, gender equity was put on the agenda on the basis that women's rights are human rights. Political parties came under pressure to include a gender perspective into their policies. During constitutional negotiations, women from across the political spectrum came together to form the Women's National Coalition and set its task to have equality for women entrenched in the New Constitution. In 1994 they produced the Charter for Effective Equality. The Constitution prohibits discrimination on the basis of race, gender, social origin, ethnicity, or sexual orientation. As such, non-sexism has become a national ideal.



Since 1994, there has been a political commitment to gender equity. This was revealed by former President Nelson Mandela's state of the Nation Address in 1994, when he stated that: "... freedom cannot be achieved unless women have been emancipated from all forms of oppression. All of us must take this on board that the objectives of the RDP will not have been realised unless we see in visible and practical terms that the condition of women of our country has radically changed for the better, and that they have been empowered to intervene in all aspects of life as equals with any other member of society".

Following from the policy and legislative frameworks that have been established, attention is now shifting to implementing this ideal. However, one of the major challenges facing government, especially at the local level at present is 'how to translate important development concepts like "gender equity" into programme design and practice' (Cole and Parnell, 2000: 3).

## **1.2 RESEARCH FRAMEWORK**

### **1.2.1 Research Problem**

In the past, apartheid planning's agenda was based on separation and control (Naidoo, 2000: 45). It was highly bureaucratic, implemented top-down approaches, and did not involve the broader community in decision-making. Within the new democracy of this country, many steps have been taken to redress the imbalances and injustices of the past apartheid era. The White Paper on Local Government (The Ministry for Provincial Affairs and Constitutional Development, 1998) refers to the development of tools and processes that are intended to change the nature of planning to become more participatory and inclusive at the local level. The White Paper identifies integrated development planning (IDP) and budgeting as an important tool to assist municipalities to become more developmental, by enabling prioritisation and integration in municipal planning processes, and strengthening links between the developmental and institutional planning processes. While

attempting to achieve these goals and objectives of the developmental local government, gender rights and the local government's responsibility to accept and institutionalise these rights is a key element (Naidoo, 1999: 7).

The South African Constitution places upon local government an obligation to ensure equality through the full participation of women in "political institutions and executive decisions, and their full participation as citizens" (Naidoo, 1999: 7). Despite the commitment to gender equity in legislative and political frameworks, this ideal has not been adequately incorporated into the institutional processes of local government. One mechanism envisaged to bring this to fruition is the IDP process. However, the challenge facing the IDP lies in the fact that the integration of a gendered analysis of this tool has not been sufficiently thought through as yet.

Arising from this is the question of how gender gets incorporated into a process like the IDP. There have been various initiatives to incorporate gender into the IDP process. One specific attempt to do this was undertaken by the North Local Council in KwaZulu-Natal. Leading from this, this dissertation involves an investigation and evaluation of the role of women in the IDP process undertaken in the North Local Council (NLC) of the Durban Metropolitan Area in KwaZulu - Natal. The inspiration for choosing this topic stemmed from the author's compassion and admiration of women across cultures, race, social, status, economic position, and geographic location.

### **1.2.2 Case Study**

The IDP that the NLC engaged in has been chosen as the case study for this for this dissertation. The NLC is the northern part of the Durban Metropolitan Area (DMA) in KwaZulu-Natal. The area extends from Glen Anil in the south to Tongaat/Fraser's in the north and from the Indian Ocean in the East to Buffelsdraai in the West. The NLC occupies an area of 209 kilometres, which

makes it the third largest local council in the DMA. However, it has the second smallest population i.e. 5% of the total metropolitan population.

This local council has been chosen as the case study because it has been the first to undertake an IDP process in the DMA, which gives it immense importance in the context of IDPs in the DMA. It was therefore the first in DMA council to adopt a large-scale community participation process in the new democracy of this country. It therefore, has importance in historical terms for both politics and planning. The main reason that this area has been chosen is that the IDP process had a specific gender element in the community participation process. This involved a group formed around gender issues and concerns. It's constituency was that of women only from specific organisations and interested individuals. They were included in the identification of key issues for development of the NLC and the visioning process.

This dissertation aims to investigate the way in which, women were involved in the IDP process and to what extent their issues and concerns were represented in the final product. These points will be further elaborated on in chapter four of this dissertation.

### **1.2.3 Research Questions**

The central or main question that needs to be asked relating to this dissertation is: "How significant was the contribution of women in the IDP process in the North Local Council (NLC) in KwaZulu -Natal (KZN)?" Surrounding this central question there are a number of subsidiary questions and/or issues as follows:

- How was the community participation process conceived to represent women?
- What are women's concerns and how were they organised around these concerns?

- How well have women been incorporated into the IDP process and at which stage(s)?
- Which women were represented?
- How well were women represented in the IDP team, the local steering committee and council?
- How representative were these women of women's gender needs?
- What strategies are employed to promote gender equity, to satisfy both practical and strategic needs?
- Which views of women were represented in these strategies?
- How content are women with the outcome of the integrated development planning process?
- Are women's concerns incorporated into the plan?
- What do women feel should be included into the plan?

#### **1.2.4 Hypothesis**

The hypothesis formulated for this dissertation is as follows: Women's views were marginalised in the IDP process and inadequately incorporated into the Integrated Development Plan for the North Local Council in KZN.

#### **1.2.5 Research Methodology**

For the purpose of this dissertation on the role of women in the IDP process in the NLC area, the contribution of women in the various sub-groups steering committee, council, and officials is investigated. Women have had the opportunity to provide their input in the consultative process of the IDP. Therefore, this process and its associated documentation are of focus for this dissertation with special reference to chapter five.

In order for the aims of this study to be achieved, it was required that primary research be undertaken. This took the form of formal interviews, telephonic discussions, and the utilisation of minutes and other relevant documentation.

Interviews and telephonic discussions were conducted with key informants about the IDP process with regard to this research. The interviewees included people from the Siyakhana Consortium, IDP Steering Committee, NLC officials and Councillors, the Senior Consultants Advisory Panel, the Development Plan Advisory Group and members of the gender sub-group (See Appendix 1 for list of interviewees). The questions and discussions revolved around the following issues:

1. One's role and responsibility in the IDP process.
2. How did the process occur?  
What steps were followed?
3. Was there a big emphasis on community participation?  
How was the community participation organised and carried out?
4. Why was gender included as an affinity group?
5. How were the representatives of gender issues organised?
6. What were the main issues that emerged around gender?
7. Have women benefited in some way from the community participation and IDP process? How?
8. Did the women on the steering committee represent and voice their opinions on gender issues/concerns in any way?
9. Did the women on council represent or voice their opinions on gender issues/concerns in any way?
10. Have any specific strategies been employed in the IDP to promote gender equity?  
What are these strategies?  
Is this sufficient?  
Have gender issues been mainstreamed into the plan?
11. At the end of the process, whose concerns has the plan reflected?
12. What happened to the concerns of women?
13. Would you prefer anything to be different in the IDP regarding gender?

Discussions have also been held with various women's groups that have participated in the consultative process to establish what their concerns and input has been during and after the IDP process.

Minutes and notes of meetings held during the IDP process, especially those during the consultative workshops, were also obtained and utilised. These have improved and informed the researcher's understanding of the process undertaken.

Secondary sources e.g. books and journals were also utilised to formulate a theoretical framework within which this dissertation has been undertaken.

### **1.3 KEY CONCEPTS**

With regard to this dissertation there are six central concepts. They are:

- Women
- Gender
- Integrated Development Planning
- The Integrated Development Planning Process
- Marginalisation of Women in the IDP Process
- Inadequate incorporation of Women into the IDP

These concepts are part of particular theories that provide a framework for understanding and interpreting the research problem. It is imperative that these concepts are discussed at the very outset as it shall inform one's understanding of the discussion within this dissertation.

#### **1.3.1 Women**

Women constitute approximately half the world's population, yet they are so often discriminated against and given very little opportunity to progress. "Women perform two thirds of the world's work. Women earn one tenth of the world's income. Women are two thirds of the world's illiterate. Women own less

than one hundredth of the world's property" (United Nations Statistics in the Gender and Development Handbook, 1998: 6). They constantly encounter constraints in all spheres of life. Mirjam van Donk (nd: 12) refers to these constraints as "glass ceilings and sticky floors". Despite the incredible historical progress of women, there is undeniably still a great deal of room to move forward.

### **1.3.2 Gender**

This dissertation examines the role of women in the IDP process in the NLC. It involves an understanding of women's gendered needs and concerns through this process. There is therefore a need for the term gender to be defined in a way that illustrates the meaning it has for this dissertation. Mirjam van Donk (nd: 2) offers a working definition of gender which states that:, "People are born female or male, but learn to be girls and boys who grow into women and men. They are taught what the appropriate behaviour and attitudes, roles and activities are for them, and how they should relate to other people. This learned behaviour is what makes up gender identity; and determines gender roles". Other factors like race, caste, class, age, ethnic background, religion, economic circumstances and location also influence what is appropriate for men and women as much as it entrenches the differentiation between and among men and women. 'Gender involves the relationship between men and women, and it allows us to understand how male and female are "made" in a specific context' (Larrison, 1992: 1). Gender has also come to function as a system of power relations and is most evident in the gendered division of labour.

Gender is not a synonym for the word 'women' nor is it an abbreviation for 'men and women'. It is a concept that attempts to understand the differences between men and women that are externally influenced and the conditions imposed on the naturally given biological sexes. Gender therefore, deals with both sexes in relation to each other and not either/or. However, gender does not imply that all women are alike. While social and economic structures

disrupt homogeneity, women share experiences, strengths and obstacles that bind them together as a group. Race, ethnicity, class, caste, nationality, age, and civil standing are other factors that cause significant differences between women.

### **1.3.3 Integrated Development Planning**

Integrated Development Planning is a process, which enables a municipality to establish an integrated development plan for the short, medium, and long term, by taking "all the conditions and circumstances which will play a part in the successful outcome of the plan into account, and involves all the people, or organisations, that have a role to play or a contribution to make. It generates solutions that optimise the joint expertise of different disciplines "(CSIR, 1998, Glossary: p. 2). IDPs are required by the Local Government Transition Act, Second Amendment Act (Act 97 of 1996) [LGTA], which involves planning across a range of sectors and issues in collaboration with all role players, community representatives as well as other spheres of government. It also includes the information required for the Land Development Objectives (LDO's), as stipulated in the Development Facilitation Act, (Act 67 of 1995) [DFA].

### **1.3.4 Integrated Development Planning Process**

The IDP is a mechanism which allows municipalities and cities to move from the current situation to a more desirable one. According to Planact's A Handbook for Community Leaders, the IDP process consists of the following stages. The sequence of these stages include:

- Gathering information regarding the status quo;
- an assessment and prioritisation of needs;
- planning to meet the above needs through setting:
  - goals
  - strategies
  - financial plans



- annual action plans
- annual budgets
- implementation of the plan;
- monitoring, evaluation and review of the plan;

It also identifies the key elements of the IDP process as sectoral co-ordination, intergovernmental co-ordination, institutional development, community participation, and financial planning. The IDP process that is required by legislation, namely the Local Government Transition Act, Second Amendment Act, of 1996, requires gender equity to be addressed. It is required that women and their needs and interests be incorporated at every level of the process. Integrating the needs of women into the planning process is an arduous task however it is one that must be accomplished.

### **1.3.5 Marginalisation of Women in the IDP Process**

In the past women have not been included in decision-making in planning processes. It is only now in the new democracy that women and gender issues have been allocated a place on the agenda. However, since the IDP is a new and abstract concept to many people, gender is not as strongly driven as is hoped. Women's Groups and organisations are generally not well organised and hence their participation is limited. They are often not invited to participate in the decision-making processes because they cannot be identified and contacted. In many instances women endure three roles in their lives, which makes their participation even more limited. Very often women are marginalised in a number of ways and at different stages in a process like the IDP. It can range from a small number of women being invited to attend in terms of numbers and it can also involve the limited opportunity for the representation of women's and gender issues within the process. Issues such as spatial and economic concerns seem to dominate discussions in the community participation process which leave little chance for advocates of issues such as gender to get their concerns and opinions across. It is often the case that those

who speak the loudest are the one's whose concerns are reflected in the plan. Unfortunately, women's groups are, as mentioned before, not well organised and not loud enough in reflecting their concerns. Hence, they are often not reflected adequately in the final product, despite the importance of their inclusion.

#### **1.3.6 Inadequate Incorporation of Women's concerns into the Plan**

Despite the inclusion of women into the community participation process of the IDP, it is often the case that the concerns raised by the women's groups are inadequately addressed and incorporated into the plan. The debate exists on how exactly should women's and gender concerns be incorporated into the plan. It is debatable whether they should be set out separately from the rest of the development issues or whether they should be carried through the plan implicitly with the gendered implications being carefully thought through the planning process. To say that the incorporation of women's views were inadequately incorporated is to say that in either of these instances the women's concerns were not sufficiently well reflected in the plan depending on which of the above options were chosen for the plan.

Some work around the subject of gender and IDPs have already been undertaken in the past two years. This includes a dissertation by Naidoo (1999 and 2000) on Gender and Integrated Development Planning in Local Government, and Cole and Parnell (2000) on Poverty, Gender and Integrated Development Planning in South African Municipal Practice. It is the purpose of this dissertation to engage in a similar debate but with reference to a specific case study of the North Local Council.

## **1.4 CHAPTER OUTLINE**

### **Chapter Two**

This chapter will set part of the theoretical context for this dissertation. It achieves this by providing a discussion on firstly feminism and secondly gender planning. It seeks to provide an understanding of the various strands of feminism and the triple role that women play as well as their strategic and practical needs. It looks into urban gender planning and issues and debates around the institutionalisation of gender planning/mainstreaming, diversity and difference and citizenship.

### **Chapter Three**

This chapter seeks to form the second part of the theoretical framework as it looks firstly at Integrated Development Planning within the theory of Collaborative Planning and secondly at issues and debates around Integrated Development Planning and Collaborative Planning.

### **Chapter Four**

The main aim of this chapter is to provide the reader with background information to the NLC and the IDP process, which occurred in 1997 – 1998. It serves to provide a contextualisation to the process and to the findings of this research.

### **Chapter Five**

The purpose of this chapter is to illustrate the analysis of the findings of this dissertation. It does this firstly, by looking at the representation of women in the IDP on an external and internal level. Secondly, this chapter investigates how well gender issues have been incorporated into the final plan, and finally, it seeks to identify the benefits that the IDP has had for women in the NLC.

## **Chapter Six**

This chapter summarises and brings together the main debates and conclusions established throughout the study.

## **CHAPTER 2**

### **GENDER THEORIES AND GENDER PLANNING**

#### **2.1. INTRODUCTION**

The theories are discussed below have been identified as pertinent to this dissertation. They are feminist theories, gender planning and gender theory. The first section briefly discusses the different strands of feminism and in effect illustrates how feminism has evolved over time and how the thinking around feminism has developed over time given the progress that has been made in women's emancipation. Eventually a discussion of postmodern feminism and its influences on various other aspects and debates in gender theory is offered. Postmodern feminism is important in the current time and is pertinent to this dissertation as many of the debates that are discussed emerge from the influences of postmodernism. I refer here to the acknowledgement and understanding that exists between men and women as well as the differences and diversity between women.

The discussion in this chapter then moves into discussions around gender planning. Moser's theory around the triple roles of women and their strategic and practical needs are addressed as an important starting point to this discussion. It brings an awareness around the issues of gendered roles and needs, which brings to bear the necessity for gender planning to be institutionalised. The past approaches of Women in Development, Women and Development and Gender and Development are briefly discussed along with their shortfalls and strong points.

The next discussion on women, gender and urban development illustrates that the development of urban environments also has gendered implications for men and women. It looks at the impact of issues like housing, basic services

and transport on women in urban environments. Even between women, there are a variety of impacts due the diversity between women's position and condition in the urban environment.

The chapter then serves to pull out the main issues and debates within gender theory at this point in time that relate to the topic at hand. These are the issues of diversity and difference, citizenship and mainstreaming. Diversity and difference is, in essence, the acknowledgement of the fact that women cannot be categorised as a homogenous group. There is a lot of difference between women in different positions in society. These could be the result of cultural differences, race, economic position, class and so forth. Citizenship refers to the idea that, being given the full human rights as men, women still do not feel like citizens because of the highly gendered nature of the society and politics. Mainstreaming offers a possible way to include gender issues into planning, policy making as well as programmes and projects. Moser and Levy offer a useful tool to achieve this, which is discussed in the latter part of the chapter.

The various theories presented below serve to provide a lens through which the research problem is to be looked at. Each piece offers some useful information that serves to enlighten the reader on the issues around gender in the present time. This understanding can then be used to understand the reasons that certain issues are being investigated and analysed in this dissertation.

## **2.2. FEMINIST THEORIES / THE DIFFERENT STRANDS OF FEMINISM**

Although there are unifying factors at the core of feminism, feminist theories and practices have become more diverse and complex as feminists have grappled with changing historical circumstances. They have drawn upon and developed a variety of theoretical traditions.

### **2.2.1 Liberal Feminism**

This tradition of feminism has emerged from the nineteenth century classical liberal body of thought with its focus on the individual and individualism. However, its roots are in the revolutions of the late eighteenth century and the work of Mary Wollstonecraft (Yeandle, 1996: 4). The recourse of this tradition lies in the concepts of reason, law, freedom and human rights and questions discrimination, fairness and equality of opportunity. From the mid to late nineteenth century, in Britain, liberal feminism drew under its wing campaigns for women's family and property rights, women's suffrage, and access to education and the professions. This had become an important focus for "thoughtful women and some men" (Yeandle, 1996: 4). In the twentieth century, they became involved with the disadvantages that face women in terms of claims for equality of opportunity and the development of strategies to overcome those disadvantages. Legislation was often used as the vehicle for change. Many campaigns had as their focus, changes in law and policy. These ranged from equality of treatment with men in the workplace; access to education and training on par to that available to men and boys; property and taxation; and a concern to minimise the ways in which the female condition jeopardises women's chances of an equal place with men in the world such as pregnancy, maternity, and child-rearing.

### **2.2.2 Marxist Feminism**

Within this tradition the central focus lies in the relations of production, and consequently with class analysis as is the case in classical Marxism. The axis around which all social relations are located in Marxist thought is formed by the relationship between the wage labourer and the capitalist "owner of the means of production" (Yeandle, 1996: 4). The focus of Marxist feminism is on the analysis of women's labour and it draws into the analysis elements that have been excluded by traditional Marxist accounts. It focuses on women's work, both in employment as workers in the usual Marxist understanding, as well as in their roles as mothers, wives and careers in the general context of the

heterosexual family. Marxist feminists use the term 'social reproduction' (Yeandle, 1996: 5) to refer to this caring, nurturing and reproductive work. This has, in turn, led to the development of analysis of the relations of social reproduction. Certain key Marxist concepts have been developed and have served to extend the debate on feminism.

### **2.2.3 Radical Feminism**

This approach has arisen from a concern with the relationship between men and women, and it gives prominence to reproduction, sexuality, bodies, male violence and analysis of women's oppression. Radical feminists view oppression as "well-nigh universal" (Yeandle, 1996: 5) and as pre-dating capitalism. This oppression is believed to be deep-rooted and the solutions proposed by liberal and Marxist feminists will not be able to eradicate women's oppression.

This strand of feminism came into the academy in the 1960's and 1970's, although many of the key texts in this tradition were written long before. Yeandle (1996: 5) states that feminism found, in the work of theorists Millett, Daly and Rich, the ability to attract widespread comment, and an introduction of a new generation of feminists to the role of evidence, sexuality, bodies and biology in women's subordination. Radical feminism is often also associated with lesbian choice and identity and in some cases it is identified as a political strategy of avoiding engagement in any intimacy with men.

### **2.2.4 Socialist Feminism**

These theorists include analyses of both capitalism and patriarchy in explanation of women's subordination. They see these two systems or structures, which are analytically distinct, even though they may be empirically connected. The approach has progressed debate in that it avoids the fight between alternative conceptualisations of the enemy or the cause of women's subordination, and the divisions between women (Yeandle, 1996:6).



It is asserted that the hallmark of feminist socialist theory is that capitalist development creates places for a hierarchy of workers (Marshall, B.L, 1994: 44). It is suggested that gender and racial hierarchies determine who fills the empty places. The notion of patriarchy is adopted so as to explain the origins of a gender hierarchy and which fills the lowest spots in the capitalist hierarchy with women. Patriarchy is based on men's control over women labour i.e. both paid and unpaid. Women are segregated into low-wage jobs, which enforces their dependence on a male wage, therefore, their continued responsibility for domestic labour and their subordinate position in the family. Simultaneously, men also control women's labour in the domestic sphere which, in turn, reinforces their secondary status in the labour market thereby "ensuring that the vicious circle continues" (Marshall, B.L, 1994:45). Marshall goes on to argue that the relationship between patriarchy and capitalism benefits both men and capital as one takes care of demand and the other of supply. Barbara L. Marshall (1994:45) referencing Hartmann (1981) says that "patriarchy and capitalism find their common interest being served by the 'family wage', which facilitates both occupational segregation and the assignment of domestic labour to women. A 'great conspiracy' between capitalists and men is suggested".

### **2.2.5 Postmodern Feminism**

One of modernism's great emancipatory projects was feminism, which drew on constructs of modernism e.g. equality, liberation and social transformation. Many feminist theories can be located within the metanarratives of modernism. These included western liberalism and Marxism. Certain modernist traits e.g. the tendency to: "present women and men as homogeneous and antagonistically placed categories" (Harrison, 1998: 35), refer to women as the passive victims of the patriarchal structures of society and universalise western-produced conceptions of feminism across space and culture. They further "cast feminism as a centred authoritative voice of women endowed with a moral superior "(Harrison, 1998: 35).

By the late 1980's, postmodernism presented a challenge that modernist feminism could not escape any longer. A small group of feminists have taken the critique presented by postmodernism seriously and have begun developing a feminist approach that is in keeping with postmodern notions of sensitivity to context, difference, diversity, and complexity.

As such postmodern feminism refrains from universalising theories and opts for more contextual knowledge. Postmodern Feminists avoid usage of the categories of women and men preferring to highlight the differences within these categories as well as the relationships and links between the categories. It goes further to discard the idea of men and women being set in an antagonistic relationship to each other as well as the notion that all women are linked by a bond of sisterhood. "This postmodern imagination has a constructive outcome practical politics as it allows for alliances that cross the gender barriers " (Harrison, 1998: 36).

Postmodernism adds a new way of thinking to social theory and cultural analysis. With regard to social theory, it has challenged the usefulness of both conceptual categories and major theoretical accounts of capitalism, patriarchy, race and gender (Yeandle, 1996:7). It also rejects the clarity and simplicity of much of the Marxist feminist theory. Postmodern feminism presents social reality as differentiated, fragmented and "incapable of simple categorisation" (Yeandle, 1996:7).

The diversity of women's experience and the various other factors that play a role in constructing the male and female identity are also emphasised by postmodern feminists. Postmodern feminism also shows a great deal of sensitivity to the contexts (historical, spatial and cultural) within which the identities of males and females are constructed (Harrison, 1998:36). This new tradition of feminism rejects the notion of women being viewed as victims and

calls on others to recognise the numerous ways that women have resisted against the networks of control and authority.

Various authors reject the most radical assertions of postmodernism, including “the ‘end of history’, the rejection of class analysis, and the impossibility of investigating ‘women’s oppression’ in the context of the late twentieth century” (Yeandle, 1996:7). Feminism has started to respond to internal challenges and to also recognise and attempt to explain religious and cultural differences. In conclusion, postmodern feminism “denies any notion of an authoritative female voice, welcoming multiple interpretations of feminism and arguing for plurality and openness in debate” (Marchand and Parpart, 1995).

For the purpose of this dissertation, the account offered by postmodern feminism seems to play a significant role in capturing the debates, issues and challenges that women are faced with in this moment in time. There is the recognition of diversity and difference among women and this is one of the key areas of concern of this dissertation because the differences between women (cultural, economic etc.) and their differing needs and interests causes them to have a differing level of participation in development processes. The postmodern ideas also serve to raise the questions about the unified conception of ‘women’. It shows that women cannot be treated as a homogenous category as the differences and diversity among and between them are extensive.

### **2.3. GENDER PLANNING**

Before a discussion of gender planning is offered it is crucial that the concept of gender is fully understood. After looking at the various strands of feminism, it is important to understand that gender as a concept can serve to pull these theories together. It stops separating men and women and starts to draw the relations between them as well as between women. These relations do

incorporate differences as well as similarities. At the very outset the distinction between sex and gender must be made. Sex refers primarily to biological differences in genetic composition and reproductive anatomy and function. Gender, on the other hand, is a dynamic, socially constructed, culturally defined groups of attributes or behaviours ascribed to males or females with biological differentiation being used as the basis for social distinction. 'Gender involves the relationship between men and women, and it allows us to understand how male and female are "made" in a specific context ' (Larsson, 1992:1). Taking cognisance of the fact that sex is dichotomous, gender, which is based on sex, is assumed to be dichotomous too. This means that one is assumed to be either masculine or feminine. In reality, however, the traits, interests, behaviours, and physical characteristics that are assumed to belong to either males or females, could in fact belong to either.

It has been noticed that gender has come to structure people's behaviours over time. As such gender operates as a cue in social interactions, as based on what a person appears to be (either male or female), we behave accordingly (Bilton, 1995: 210). Much of this differential behaviour does not occur consciously. Gender has also come to function as a system of power relations. This is most evident in the gendered division of labour, as all societies label certain tasks as men's work and others as women's work, with the value assigned to these tasks varying. "Women's" work is generally viewed as less important and receives less recognition in economic, social and political terms, although the tasks vary across societies and historical periods. These gendered divisions are presented by society as fixed. Therefore alternate ways of being and doing are repressed.

Due to the fact that the term gender is an English word that cannot be translated into other languages, it is expected that it might be met with resistance. This, however, does not mean that the term has no relevance in other societies and contexts. Gender is a relatively new term and was first used

in the 1970's. It is used to describe the characteristics of men and women that are socially and culturally constructed. Mirjam van Donk (nd: 24) states that children learn how to behave through a powerful yet subtle process of socialisation through which they are trained to fit into a certain society or social group. She then goes on to quote a definition of gender from the Oxfam Gender Training Manual (nd: 4), as being: "People are born either female or male, but learn to be girls and boys who grow into women and men. They are taught what the appropriate behaviour and attitudes, roles and activities are for them, and how they should relate to other people. This learned behaviour is what makes up gender identity; and determines gender roles."

Once it is acknowledged that gender differentiation is not neutral but it is about inequality and power relations between men and women, it follows that women have occupied a subordinate position in society. This position is not a natural or neutral one but socially constructed and endorsed. Despite the difficulty in unravelling and uncovering the different layers to this, change is not impossible. Due to the fact that gender roles and relations are socially constructed, they can be deconstructed and reconstructed (van Donk, nd: 3).

"The interest in gender planning has emerged as a difficulty in 'grafting' gender onto planning disciplines " (Watson, 1999: 33). It is understood that women have been oppressed and that there is a need for comprehensive plans of action to aid in undoing the damage. The goal of gender planning is therefore viewed as serving to emancipate women from all forms of oppression (social, political and economic) and to achieve equity, equality and empowerment. If this form of planning is institutionalised in the public sector planning processes, this goal could become a tangible and measurable one.

Gender planning is a relatively new analytical methodology. Some studies have been conducted using this lens, however it soon became apparent that there is a need for further research. Watson (1999: 33) believes that "there is a void in the planning discourse with regard to gender planning tradition in its own

right". Caroline Moser (1993) has made the first real attempt to define what the process of gender planning would entail. She includes technical procedures and skills in her methodology.

Moser draws a distinction between gender planning and gender aware planning. Gender planning, she believes, constitutes a set of methodologies which makes a planning discipline in its own right. Gender-aware planning refers to planners being aware of gender issues but does not include the utilisation of gender planning tools (Moser, 1993: 27). The consequences of a lack of gender planning as a discipline can have serious consequences for gender inequity. There is also the potential risk of defaulting on the protection of the interests of women where need be and the maintaining of power imbalances. The most important point is that the end product is not the only important aspect of the gender planning process but the process itself is important.

The framework for gender planning includes the use of methodological tools e.g. gender roles identification, gender needs assessments, the utilisation of gender disaggregated data, and intersectoral planning. The process, according to Moser (1993) entails: gender diagnosis, setting gender objectives, engaging in gender consultation and participation, devising strategies which are gender sensitive, and the gender monitoring and evaluation of the implementation.

Despite the way the procedures of gender planning have been identified and presented, it is not a series of analytical steps which follow a linear path. It is in fact, a series of iterative processes that overlap as it goes on. It aims to redress the power imbalances, which exists by challenging the political, economic and social subordination of women. It is primarily concerned with the redistribution of power within households, civil society, state and global system. For South Africans the challenge lies in beginning to "articulate alternative epistemologies for this type of planning process" (Watson, 1999: 37).

Caroline Moser in her book titled *Gender Planning and Development: Theory, Practice and Training* “focuses on the interrelationship between gender and development, the formulation of gender policy and the implementation of gender planning practice” (Moser, 1993: Foreword). She states that the conceptual rationale for the several key principles emerging from recent feminist and development debates can be translated into tools and techniques for a gender planning process (1993:1). The principles relate to gender roles and gender needs, also to control over resources and decision-making in the household, civil society and the state.

### **2.3.1 Roles of Women**

According to Caroline Moser (1993), gender planning is based on an understanding of the various and different roles that men and women play and hence they have different needs. She, therefore, believes that when identifying needs, households and families must be disaggregated on the basis of gender, identifying men and women and boys and girls.

Moser (1993) states that in most low-income households, the understanding of 'women's work' is extremely narrow. She suggests that women play a triple role, which includes:

- Reproductive work which includes the childbearing and rearing responsibilities. The task of women is to guarantee and maintain the reproduction of the labour force. The requirement is for women to also take care of the "workforce (husband and working children) and the future workforce (infants and school-going children)" (Moser, 1993: 29). This type of work is undervalued.
- Productive work which is often viewed as a secondary income. It includes some sort of market production, which has an exchange value as well as subsistence production, which has a use-value and a potential exchange value.

- Community managing work is done at a local community level in urban and rural contexts and is seen as an extension of women's reproductive role. Community managing work involves ensuring that scarce resources including water, health care and education are provided and maintained for collective consumption. The above type of work is voluntary and unpaid and is engaged in during free time. Community politics on the other hand is organised and undertaken by men, which is usually paid work either through wages or increases in power and status.

Due to the fact that the triple role of women is not recognised, the constraints placed on women having to balance these roles is ignored. Coupled with this, only productive work is recognised as work. Reproductive and community managing work is viewed as natural and hence has serious consequences for women as almost all their work is invisible and unrewarded. In contrast, the majority of work undertaken by men is valued either directly or indirectly.

### **2.3.2 Needs of Women**

Taking cognisance of the different roles that men and women play, it follows that they therefore have specific gender needs. A gender analysis serves to identify two types of gender needs viz. practical and strategic gender needs. Practical gender needs are context specific and are related to inadequacies in living conditions etc. These needs arise primarily from women's reproductive and productive roles and are related to social conditions. By addressing the practical needs of women, their lives are possibly improved along with their ability to perform their roles and responsibilities. These are, however, short to medium term solutions and do not challenge the subordinate position of women. This includes child care, welfare services, shelter, basic services etc.

Strategic gender needs are related to the social position of women e.g. the unequal access to resources and decision-making processes. In attempting to address these needs, the existing gender relations are challenged and the



power imbalances and perceived inequalities between men and women are attempted to be re-dressed. The focus here is on long-term solutions and is aimed at challenging the status quo. Examples of strategic gender needs include the sharing of domestic responsibilities equally, freedom of choice over childbearing, measures against male violence against women, and political equality. Molyneux refers to “these ‘feminist demands’ and the level of consciousness required to struggle effectively for them, a feminist consciousness” (Naidoo, 1993: 28). These sorts of demands are directed at challenging and eliminating all forms of patriarchal domination. This means that women’s strategic gender interests come into focus when women’s position in society comes into question.

Young (1998: 1) in Naidoo (1993: 28) elaborates on the concept of women’s position a bit further. She uses a similar distinction as Molyneux but uses a different terminology. She distinguishes between the condition and position of women. By the use of condition, Young means that the material state which women find themselves e.g. their poverty, lack of education and training and excessive work burdens. By position, she means women’s social and economic standing relative to men, which is basically unequal and subordinate in nature. However, the form that subordination takes vary.

This sort of a distinction between practical and strategic needs is deemed a very useful one. It is suggested that satisfying a practical need can lead to the realisation of a strategic need. However, it is important to note that the reverse is not true. In addition, it is proposed that supporting a practical need, which does not consider strategic needs could have an adverse effect.

According to Murthy (1993:13), the strategic and practical gender needs can be extremely useful if used appropriately. In terms of this dissertation, this approach has assisted me in identifying what women’s needs are, how they were addressed, and what of women’s needs have been addressed.

Despite the usefulness of this tool as a distinction between strategic and practical needs, Moser's Triple Role Framework has been criticised on a number counts (Murthy, 1993). Firstly, Moser overlooks diversity as she fails to recognise that women are not a homogenous category. It must be acknowledged that Moser's work is located in socialist feminist theory and would also be criticised by postmodern feminism. Murthy rightly states that there are areas of solidarity among women e.g. violence against women, responsibility for house work etc. and areas of differences e.g. economic, caste and cultural backgrounds that vary significantly (1993:14). That which improves the condition of women of middle to upper class may serve to marginalise women from lower classes.

Murthy (1993:15) also argues that the women's needs framework does not recognise that the oppression of women does not only arise out of gender relations but also out of multiple social relations i.e. class, gender, racial ethnicity etc. It can be argued that Moser's isolation of women's oppression from other sources of oppression serves to reduce the complexity of the oppression of women.

Moser is further criticised for ignoring the private. In this regard. Murthy (1993:15) states that women are oppressed within their homes, their workplace and the broader society. Moser is criticised for being concerned with women's oppression in the public sphere e.g. access and control over resources rather than the private sphere, therefore, for Moser issues such as rape, domestic violence, sexual harassment etc. are not of concern.

In sum, Murthy's argument is that the Moser method is inadequate because of the above-mentioned shortcomings and its lack of conceptual clarity on women's needs. Further it does not assist in fostering changes in attitudes on the gender based division of labour, access and control over resources, gender relations and patriarchy.

### **2.3.3 Institutionalisation of Gender Planning**

There have been a number of policies, programmes, and projects designed to assist women of low-income groups. Five approaches, namely the welfare approach, equity approach, anti-poverty approach, efficiency approach, and the empowerment approach have been proposed. The current move is away from the above approaches and towards a way in which gender planning can be institutionalised into mainstream planning and policies. These can be seen in three development approaches, ie. Women in Development, Women and Development, and Gender and Development.

#### **Women in Development (WID)**

This approach has been very popular in the 1970's but is still widely in use. It aims to integrate women into development programmes. Projects were specifically designed for women because they were previously left out of development processes (International Centre for Integrated Mountain Development – newsletter 29, 2000: 2). It attempted to make more resources available to women so as to make them more effective in their roles. The problems with this approach were that women were not consulted about their needs, nor about the aims and directions of development initiatives, and they were cut of decision-making processes. Women were still regarded as a homogenous group and it ignored the fact that there are fundamental differences between women. It also treated women as an isolated category and did not pay attention to the sexual division of labour and the social relations existing at the time. It is no surprise then that WID has often resulted in an increase in women's workloads, reinforced inequalities, and created wider gaps between men and women.

#### **Women and Development (WAD)**

This emerged primarily as a critique of WID and is based on a neo-Marxist feminist analysis. The focus here is on the relationship between women and

development, thus emphasising the inequalities within the international system and class inequalities within societies. WAD has been criticised for focusing on the negative effects of capitalism on women and in doing so, it ignores other important aspects of oppression such as patriarchy and the subordinate position of women in the household (International Centre for Integrated Mountain Development – newsletter 29, 2000: 3).

### **Gender and Development (GAD)**

This approach gained popularity in the 1980's and has attempted to address the problems encountered with WID. The interventions of GAD were based on an analysis of the needs and roles of men and women. This approach took the social relationships between men and women as relationships of power, which are socially constructed, as the starting point. The aim of this approach is to empower women to improve their social position in a way that will prove useful to and transform society as a whole (International Centre for Integrated Mountain Development – newsletter 29, 2000: 4). Before integration can occur, women may be considered and addressed as a separate category if deemed necessary. This separate approach feeds into a broader strategy, which incorporates social and or gender relations into account and transform them. GAD acknowledges the differences between women and hence does not treat women as a homogenous group. It acknowledges that race, class, and ethnicity, are important factors that affect women in different ways. GAD further uses the various roles and needs of women as tools of analyses.

The most fundamental differences between WID and GAD as highlighted by Qing (1999: 65) is firstly, WID is committed to improving the conditions of women in the projects that are supported by the Canadian International Development Agency (CIDA), which are most often short-term projects. Only a few targeted women benefit and those who benefit are excluded from the development process. WID is a women's project to increase their productivity, income, their ability to look after the household and basically serves to increase

the load of already heavily burdened women. Qing goes on to state that “WID is an approach that views women as the problem, the focus, and tries to integrate them into the existing development process” (1999:65).

GAD on the other hand aims to improve women’s position. It is a long-term approach, “which requires strategic thinking and down-to-earth analysis” (Qing, 1999: 66). Qing argues that GAD is the only approach to development thus far that is “healthy and brings human potential into full play – for both women and men” (1999: 66). During the GAD process, women are empowered and the unequal relations between the two sexes is, to a certain degree, transformed.

A number of differences have been drawn between WID and GAD. The International Centre for Integrated Mountain Development’s newsletter 29 (2000: 4) highlights these differences quite adequately.

	<b>WID</b>	<b>GAD</b>
<b>The Approach</b>	An approach that seeks to integrate women into the development process	An approach that seeks to empower women and transform unequal relations between women and men
<b>The Focus</b>	Women	Relations between women and men
<b>The Problem</b>	The exclusion of women from the development process	Unequal power relations (rich and poor / women and men) that prevent equitable development and women’s full participation
<b>The Goal</b>	More efficient, effective development	Equitable, sustainable development; women and men sharing decision-making and power.
<b>The Strategies</b>	Women’s projects Women’s components Integrated projects Increasing women’s productivity and income Increasing women’s ability to manage their households	Identify and address short-term needs determined by women and men to improve their conditions. At the same time, address women’s and men’s long-term interests.

#### **2.3.4. Women, Gender and Urban Development**

Urbanisation is defined not only in terms of the swelling of urban populations but also by changes in social structures and social processes. Therefore it concerns fertility, the movement of people and the conditions under which people in cities live. Women are usually targeted in policies and programmes regarding population control and family planning but not in policies which address the growing trend towards urban work and residence. Women play an important role as the urban homemakers. However, with the increased participation of women in the labour force and in income generation, women are pivotal to the survival of urban households. They are also crucial to the organisation and management of urban communities and poor neighbourhoods in particular. This role intensifies when cities are not well equipped to meet the diverse needs of all urban residents.

Beall and Levy (1995: 29) state that men and women experience and use the city in different ways according to their roles and responsibilities in the gender division of labour. This gender division of labour is characterised by the different tasks undertaken by men and women, their differential access and control over resources, and the different value which is accorded to the activities of men and women respectively. Beall and Levy (1995: 29) goes on to say that the gender roles and relations in urban areas are reflected in the organisational and spatial aspects of the city.

Women and men are usually targeted by policies in a uni-dimensional fashion (Beall and Levy, 1995: 29) i.e. as workers or producers, as procreators or mothers, as community providers or managers. This does not recognise their multiple roles and how these have to be balanced at all times. This is especially the case for women who have an extremely demanding role in the reproductive sphere and have to balance this with earning an income and community management.

Some of the gender issues that have been identified in urban areas are around employment and income, land and housing, infrastructure, and transport.

*Employment and Income.* The feminisation of the labour force has not altered the division of labour substantially. Some women are in well paying, secure jobs, however, a large proportion of women remain in the insecure parts of the local economy e.g. domestic work, informal sector and tourism (Todes, 1995: 330). Their income is usually lower than that of men despite the rapidly growing numbers of women-headed households.

*Land and Housing.* Women often seem to confront great difficulty in obtaining ownership to land and housing. Beall (1992: 6) states that when investment is made in the provision of social services, both men and women are not consulted with. It is assumed that “human needs are human needs” (Beall, 1992: 6). However, men and women experience human need in gendered ways. She uses the example of human settlements and shelter being designed on an assumption that all productive work takes place outside the home. This is certainly not the case as many people, especially women combine productive and reproductive activities in the home (Beall, 1992: 6). Therefore, the house design does not take account of the productive activities of the members of the household. Todes (1995: 330) draws attention to the fact that women are only able to participate in the private housing market through access to incomes and subsidies. Due to affordability reasons many women headed households have not been able to gain access to housing. Therefore many women have moved to informal settlements. However, their access here is also constrained. The location of low income settlements is also problematic because they are still on the periphery. This has implications for commuting time and cost for both men and women.

*Infrastructure.* The design, delivery and maintenance of social and engineering infrastructure have gendered implications. Since “women usually take primary responsibility for household and community management, they have a particular vested interest in clean water, sewerage, sanitation, refuse services and the provision of electricity” (Beall, 1992: 7). However, the reality is that most often the advice offered by women are ignored. Women should be consulted as to where the communal facilities should be located and what facilities these should be.

The safety issue in urban infrastructure is also of importance and has a gender dimension. An example is the greater vulnerability of women in the absence of street lighting at night. Therefore decisions on urban design and prioritisation of urban services should be based on an understanding of the gender needs in respect of public safety.

*Transport.* In terms of transport planning, the views and needs of women are often overlooked. Beall (1992: 8) suggests that this is due to a focus on mobility rather than accessibility and the focus on the man’s journey to work. Women’s travel frequently require transport outside the peak hours and to alternative destinations from those of men e.g. shops and markets and to schools and clinics. Women as mothers and carers have to escort others. Women engaged in informal sector activities are often burdened with heavy loads. This means that women, like men have gendered transport requirements. Due to the lack of adequate transport facilities for women, they often rely on walking or poor conditions on overcrowded public transport. This forms a hindrance in their child-rearing and caring role and can also impede their productivity. However, they benefit from the reduction in off peak services (Beall, 1992: 8). It is important for women to be able to advise planners on their transport requirements i.e. where they wish to go and at what times.

Arising from the issues set out above it can deduced that the lives of women in urban environments are fraught with difficulties. This stems from the fact that



cities have been planned for men by men. From the above discussion, the different ways that men and women use the city has also been highlighted. Some writers on this topic state that there is a need for a clear conceptual and operational framework to integrate gender into urban development. Beall (1992: 9) does provide such a framework. She suggests gender-aware participatory development. She understands the difficulties and constraints that hinder the participation of women, and suggests that women be supported or opposed in this to varying degrees in different societies and at different times. Beall (1992: 10) offers the following guidelines to achieving gender-aware participatory development:

- It is important that both women and men must be included at all stages of the decision making process for the purpose of sustainability.
- In any urban management programme or institution-building initiative, a deliberate commitment to organisational development and the achievement of a managerial style, which is less instrumental and more educative and enabling should be included.
- It is important that the participation of women within women's groups, NGOs, or CBOs is not confined to particular spheres, e.g. welfare provision and caring roles, or "merely coping with day-to-day crises" (Beall, 1992: 10).

This understanding of gender issues in urban development is useful to identify the possible issues that may emerge in the North Local Council area. It is also useful to look at whether Beall's guidelines have been incorporated into the NLC's IDP.

With this understanding of the various theories regarding gender, it is no surprise that there are a number of key issues and debates that emerge from these theories. The purpose of the next section is to discuss these issues and debates.

## **2.4. ISSUES AND DEBATES IN GENDER THEORY**

Within this area of this dissertation, there are three fundamental issues in contemporary gender theory that is or has been debated and is believed to be important in structuring one's understanding of gender in planning and in local government. These issues are: diversity and difference, citizenship, and mainstreaming.

### **2.4.1 Diversity and Difference**

The most obvious and an important problem with past work on gender is the lack of acknowledgement that gender is not the only difference. Defining women in general as an identifiable group obscure the effects of other crosscutting differences. Subdividing the category of women into smaller groups in terms of age, status, race, class, ethnicity, location etc. can serve to clarify some of the effects of these differences (Cornwall, 1998: 50).

Women live lives that vary considerably, whether we look at different parts of the world or within one country. They do, however, have common duties of caring for the family or childbearing. For example, Caroline Moser (1993) identifies the triple role of women in developing countries. These include *reproductive work* or childbearing care of the family; *productive work* or income earning through the market and subsistence production; and *community managing work* which is undertaken to ensure the provision of scarce resources e.g. water, education and health care. The extent to which this occurs depends on the contextual conditions and the cultural room for manoeuvre which society allows women to act within (Larsson, 1994:5).

With regards to the women's movement, fragmentation and diversity within the movement was one of the key reasons for its failure in Britain. It had been

heavily criticised for not recognising the needs of Black women and being mainly representative of the middle class.

Two implications emerge from the success of women's struggles and feminist intellectual endeavour. The first relates to concerns around difference and discrimination on the basis of race and ethnicity. Women have made visible at policy level that people are different in numerous ways. As such, the acknowledgement of social diversity and the identification of the postmodern condition owes a lot to the fields of women's and cultural studies. Secondly, women, it is believed have the perspective, organisational experience, and some argue, the obligation to carry forward the "project of planning for diversity and difference" (Healey, 1995: 44) as proposed by Patsy Healey.

In recognising gender as an important variable in understanding and planning for diversity and difference, there is a growing argument that more attention needs to be given to men's lives. There has been a decline in heavy industries in many countries within which many men have found employment, social status and political organisation. Currently, as new employment opportunities arise they are opened up to women and as a result, the rising unemployment impacts disproportionately on young men. The question surrounding this issue is not of society unfairly disadvantaging men rather than women but the fact that changing socio-economic patterns is having a profound effect/impact on gender relations, with different consequences for women, men and children.

#### **2.4.2 Citizenship**

Citizenship, in its broadest sense means the "conferring upon individuals status, rights, and obligations, and vesting powers in and delimiting the scope of the state" (Hassim, 1999: 7), which is important to democratic political systems. Citizenship moves beyond abstract definition of democratic systems because it is historically political. This means that citizenship is conditional in terms of different meanings being given to individual rights and to politics itself. While citizenship can theoretically be understood as passing on equality

within the public sphere on all adults of society, in practice it can serve to divide people as insiders and outsiders in the political system.

Through history there has been contestation over who can be defined as a citizen in almost every political system. Adding to this, various mechanisms were used to exclude people. These included gender, age, race, class, property ownership etc. Struggles with political systems have led to the abolition of many of these exclusions from citizenship.

Shireen Hassim (1999: 7) identifies two themes in the citizen debates. These according to her are:

- (1) universalism within which all citizens are seen as equal regardless of class, gender race etc differences, and;
- (2) political participation within which citizenship can be seen in terms of rights. She says that with regards to both debates, feminists have made significant contributions. Three categories of citizenship have been identified by TH Marshall (citizenship analyst), which are "civil rights (freedom of person, association, speech, faith contractual rights and the right to justice), political rights (the right to participate in the political life of a society), and social rights (the rights to welfare and security)" (Hassim, 1999: 8). Marshall believed that citizenship is universal and establishes equality and national identity among members of society and overrides all other identities.

Feminist contributions to universalism and participation have altered theories of citizenship quite significantly. In the first instance by deconstructing the idea of universalism, the masculinism of citizenship foundations are revealed. It is argued that political membership is deeply gendered. Carole Pateman (in Hassim, 1999: 8) quotes Marx's metaphor of citizenship as "a political lion skin worn only occasionally and reluctantly" and argues that the "political lion skin has a large mane and belonged to a male lion; it is a costume for men. When women finally win the right to don the skin it is exceeding ill-fitting and therefore unbecoming" (Hassim, 1999: 8). Pateman alludes to this need to

reformulate the concept of citizenship so as to make us aware that women must not be merely included but the full diversity of women's identities and interests must be encompassed.

Feminists have also challenged the idea of citizenship as universal equality on a formal level meaning that all citizens are not equals as the inequalities in society shape individual behaviour in both private and public spheres. For a large part of western societies' history, women have been excluded from citizenship. Even when citizenship was made universal, men and women were incorporated differently into democracies. The involvement of notions of difference into the citizenship debate has introduced a consideration of women's experiences as citizens and those of ethnic minorities. It has been argued further for citizenship to be viewed contextually because citizenship must be located in a particular vision of politics as "the collective and participatory engagement of citizens in the determination of the affairs of their community" (Dietz quoted in Hassim, 1999: 9). The citizenship debate within feminism has a central dilemma. On one hand, women demand that citizenship be extended to them. The thinking behind this lies in the liberal-feminist agenda for a gender-neutral social world. On the other hand, women have also insisted that they have specific needs and concerns, and that the expression of their citizenship is different to that of men (Hassim, 1999: 9). These two demands are highly incompatible. Iris Marion Young (Hassim, 1999: 9) has offered a solution to the equality-difference debate, with the notion of differentiated citizenship, in which people are incorporated into citizenship not only as individuals, but also through the group e.g. as women, or as members of special minorities. Another offer has been made to resolve the equality-difference debate by Lister (Hassim, 1999: 9). She suggests that it is possible for feminists to view citizenship in constructive ways. Instead of equality and difference being viewed as dichotomous, she proposes that equal citizenship should embrace difference.

Citizenship in South Africa has always been a politically charged notion. When all adults went to the polls on April 27, 1994, irrespective of race or gender, the collective victories against apartheid was heralded. However, the establishment of a formal democracy was not the end of the political struggle as social, economic and gender inequalities were not eradicated. Women's politics began to use the formal gains of women's organisations to effect substantive and long-term equality for women.

The issue of equality-difference has been hotly and extensively debated in South Africa. The Women's National Coalition Charter for Effective Equality redefined the notion of equality in terms of women's differentiated needs as it served to reflect on the diversity of women's need as opposed to men's. It also identified inequalities based on race, class and region among women, which justifies the need for understanding difference in understanding citizenship.

In addition, in countries like South Africa where there is a common expectation that the state will act to alleviate the consequences of market forces, the notion of citizenship comes into play at an extended level. It includes an obligation on the state to provide services and basic needs of some level e.g. Health and Education. It is then expected of a state of this nature that it shall be responsible for providing those services etc. and is premised on the "notion of inclusivity of national policies" (Hassim, 1999: 15). These social policies are seen as citizenship entitlements, which are located in bureaucracy and is supported by mass opinion and class etc. Hassim argues that if citizenship is to be utilised so as to address problems of inequalities in access to resources and power, feminists must treat social policy with a critical mind. The gendered assumptions and impacts of implementation of the policy also need to be examined closely. She concludes by saying that "social policy demands and interventions by feminists should be aimed at establishing a more egalitarian context for women citizens. These broader, and political, goals will ensure that representation – or women's presence in forums of political decision-making -

results in empowering the majority of women and transforming unequal relations of gender" (Hassim, 1999: 16).

### **2.4.3 Mainstreaming**

There have been many attempts to incorporate women into development, with some positive and negative results. Mainstreaming is the new buzzword when referring to the incorporation/integration of a gender perspective into the existing development agenda. Mainstreaming is a move away from Women in Development and Gender and Development approaches of integrating women into development through funded and implemented women's projects to mainstreaming gender into development. Development practitioners, according to Jo Beall (1998) view themselves as catalysts for advancing gender awareness in development.

Mainstreaming goes beyond integration and implies "agenda-setting " which is an approach that seeks to transform the existing development agenda through the introduction of a gender perspective. It involves ensuring that women have more influence in determining the overall goals, policies, strategies etc. of development. This approach is central to the platform for action adopted at the 1995 Fourth World Conference on Women, which called for the encouragement and promotion of a policy of mainstreaming. However, there is still some confusion on what a policy of mainstreaming actually means in practice despite the efforts of initiatives in gender training and organisational development (Beall, 1998), which were designed to bring about change and transformation of policies, processes, procedures and competencies.

Recently, there has been concern to advance gender equality in an international context through a focus on rights as well as needs. As a result, capacity building in gender awareness has begun to filter into various agencies. The most effective examples are those where there is synergy between international objectives, and national groups, government and civil society.

Achieving the ideals of mainstreaming is not a simple and straight - forward exercise. The form that it will take will depend primarily on "where the center of gravity for advancing gender equality is primarily located" (Beall, 1998). In addition to this, the process of mainstreaming or institutionalising gender cannot bypass the structures that promote gender equality in government, the political representatives of women, or the interest groups and organised constituencies, which holds the mainstream to account. The ends to which the structures of mainstreaming are employed must be negotiated along the above-mentioned axis (Beall, 1995).

Caren Levy (1996: 4) offers a process, which if followed, would lead to the institutionalisation of gender in both planning and policy. She uses the notion of a "web" of institutionalisation and proposes thirteen elements, which represent conditions under which gender can be institutionalised. She says that each element referred to represents a site of power. She uses the notion of a web as she sees the various elements/sites of power to be linked and inter-related in particular ways and in-effect they re-inforce each other. She believes that if the institutionalisation is to be sustained then these elements are required to co-exist. All elements are necessary as only a group of elements will be unable to sustain gender as a part of long-term development practice. In addition she offers three critical characteristics of the web:

- (1) The form that the elements take depends on the context in which it is taking place. Therefore the content may change because of political and soci-economic conditions and over time.
- (2) Although each element is present in the activities of different groups, the form that each element takes may differ.
- (3) The thirteen elements are put into place, shaped and operated by different agents or groups of people in a range of interrelated spheres of activity" (Levy, 1996: 4). These spheres are defined by Levy as "political, organisational, technical and research, with some women and men operating in more than one sphere" (Levy, 1996: 4). She then goes on to



say that in order to put these elements into place, collective action through conflict resolution, consultation, co-operation and negotiation with the various spheres of government and relevant actors is required.

This process of mainstreaming gender into policy and planning has become evident in South Africa too. Even with regards to the integrated development planning process, women are to be included at all levels and stages of process. However, mechanisms to do this need to be perfected. Mirjam van Donk states that in terms of realism, mainstreaming gender into local government is a tall order. Striving to do this must therefore be strategic and realistic. Due to the difficulty that this presents, we should allow municipalities to take small and comprehensible steps at a time.

Moser and Levy (1986 in Moser, 1993: 97) have set up several tools specific to the gender planning framework that are fundamental inputs for incorporation into planning procedures. They identify these tools as gender diagnosis, gender objectives, gender monitoring, gender consultation and participation, and gender entry strategy. These procedures are iterative, overlapping procedures that can be incorporated at any stage of the planning process.

The **gender diagnosis** is concerned with identifying the implications of contextually specific problems of development for men and women as well as the relationship between them. Levy has identified two stage within the diagnosis. The first stage involves the analysis of the problem by identifying gender roles, assessing gender needs and the WID/GAD policy matrix. The second stage is the “organisation of problems into a cause and effect hierarchy to establish a gender aware perspective on the dominant problems” (Levy, n.d. in Moser, 1993: 97). In undertaking a gender diagnosis at the planning stage it is important to identify the socio-seconomic information on gender roles already available, and what still needs to be collected. The diagnosis is an ongoing activity that can occur throughout the planning cycle. The basic

requirements for a gender diagnosis are information on the following: “the division of labour in productive activities; the division of labour by age and sex within the household, including seasonal difference; the structure and size of households, and stage in the life cycle; source s of household income, including farm activities; control and decision-making within the household over cash, land and other resources; the structure and composition by age and sex of community-level decision-making bodies; local-and national-level political structures” (Moser, 1993: 97).

Within specific contexts, the current stereotypes about the household as the unit of analysis and the male breadwinner as the head of the household is being questioned by the gender diagnosis. One of the objectives of the gender diagnosis is therefore to identify the gender biases in data analysis. With regard to the identification of the cause and effect (in the second stage), the most critical tool is the gender needs assessment. That is the gender specific understanding of what is causing the subordination and the barriers preventing its elimination. This leads to the identification of gender objectives.

**Gender objectives** are derived from the dominant problems in the gender diagnosis. They act as a guide in the process of making policies, programmes and projects more gender aware (Moser, 1993: 98). These objectives are redefined as the process proceeds. They provide the basis for agenda setting but soon become an iterative process like the gender diagnosis. This leads to the “re-identification, adjustment and refinement of practical and strategic gender needs, thus ensuring that they can be introduced into any stage of the planning process” (Moser, 1993: 98).

**Gender monitoring** provides the monitoring criteria to evaluate the extent to which actions and interventions achieve gender objectives. This is also an iterative process, which can assist in the redefinition of the gender objectives

Moser, 1993: 99). One example of evaluating the achievements of the actions is to look at the impact of the actions on the triple roles of women.

**Gendered consultation and participation** is considered to be most critical and complex in the gender planning procedure within a planning methodology that emphasises debate, conflict resolution (Moser, 1993: 100). Moser (1993: 100) suggests four questions that serve to address this issue of gendered consultation and participation adequately.

- *Why gendered participation?* This refers to the obvious reasons for and causes of the participation. Moser (1993: 101) makes reference to a definition offered by Paul (1987) who identified a fivefold continuum. This ranges from “the objective of participation for empowerment, to capacity building, through increasing project effectiveness, to improving project efficiency and finally, to project cost-sharing” (Moser, 1993: 101).
- *When to do gendered participation?* This refers to the different stages or phases that are involved in a policy, programme or project. It includes the whole planning process (Moser, 1993: 102).
- *Whose gendered participation?* This refers to who gains access to the debate about the gender planning process and on what terms. In order to identify who the above are, planners have a responsibility to request a broad-based approach which includes different attitudes and interests. This moves away from the ideas of a single public interest and understanding community in homogeneous terms. It rather accepts an inclusionist approach which acknowledges the disaggregation present in communities and groups (Moser, 1993: 102).
- *How to do gendered participation?* This includes the mechanisms by which gendered participation is accomplished. It addresses how the dynamics of the participatory process are resolved. This focuses directly on the style and procedures of the gender planning debate (Moser, 1993: 103).

Essentially a **Gender entry strategy** involves defining what is possible to achieve in a particular context because gender planning is “inherently a contextually specific political activity” (Moser, 1993: 105). However, entry strategies can be defined as having two distinct phases. Firstly, the gender objectives can be used to identify the critical points where practical gender needs have the capacity to reach strategic gender needs. The second stage involves an assessment of the opportunities and constraints provided by “institutional structures and their operational procedures” (Moser, 1993: 105). This ensures that the planning agenda can be translated into practice.

Another approach to mainstreaming gender into planning has been offered by Parnell and Pieterse (1999: 77). They have provided an example of a gender audit. They look at the different urban sectors e.g. urban development, planning fundamentals, housing, and urban services. Within each of these sectors they identify the gender issues. Thereafter they offer methods to measure the gender equity within that sector. Finally, they offer some indicators for measuring improvement. These methods of measurement can be either qualitative or quantitative.

## **2.5. CONCLUSION**

This chapter has served to draw on the most relevant bodies of literature regarding this dissertation to formulate a lens through which the research problem is to be looked at. Wherever possible, the literature will be reiterated in the findings. With regards to this dissertation, the above issues are of utmost importance in establishing the role and participation of women in the IDP process. It is especially important in understanding what has happened to the contribution of women i.e. has it been mainstreamed, neglected or has a balance of some nature been created, and whether or not the diversity and difference of women’s experiences, roles and needs have been recognised and addressed. The following chapter engages in discussions and debates on the

issues regarding Integrated Development Planning and draws on the theory of collaborative planning as put forward by Patsy Healey.

## **CHAPTER 3**

### **PLANNING AND INTEGRATED DEVELOPMENT PLANNING**

#### **3.1. INTRODUCTION**

The Integrated Development Plan (IDP) as a legal process has emerged from the legislative requirements set out by the Local Government Transition Act (Act 97 of 1996) (LGTA). It also constitutes the information that municipalities need, which is required by Land Development Objectives (LDOs) as per the Development Facilitation Act (Act 67 of 1995) (DFA). The preparation of LDOs and an IDP are not two separate processes because they can both be dealt with in one planning process. The definition of the IDP in the LGTA includes the subject matter of LDOs (Department of Constitutional Development, 1997: 2).

In KwaZulu-Natal, municipalities are not required to set up LDOs. This is due to proposed provincial legislation requiring a slightly different planning process in the KwaZulu-Natal Planning and Development Act (Act 5 of 1998) (PDA). This act requires a Local Development Plan to be produced by municipalities. However, at the time that the NLC had undertaken its IDP, the PDA did not exist.

National line departments such as Water Affairs and Forestry and Environmental Affairs and Tourism have prepared legislation, which require municipalities to satisfy certain planning requirements. Municipalities need to be informed about these and incorporate them into the IDP process.

This chapter on Integrated Development Planning serves to highlight where IDPs have emerged from, what they entail, especially the community participation process, and how gender fits into the Integrated Development Plan (IDP).

### **3.2. INTEGRATED DEVELOPMENT PLANNING**

Integrated Development Planning refers to the “process by which future development is achieved in an orderly, sensible and manageable manner, and financial resources for such development are allocated in a disciplined and responsible way” (Department of Constitutional Development, 1997: 21). The word integrated is the determining factor as to what is different about Integrated Development Planning. It refers to bringing together all important sectors, concerns and issues into a whole. It also means bringing together the various spheres of government, i.e. national, provincial, regional and local; individuals; groups e.g. Non-Governmental Organisations; the private sector; and other stakeholders to work together to set and achieve goals in the interests of all in the community. It becomes apparent from this that in order to achieve these goals, holistic and strategic thinking is required.

Coupled with the legislative requirements for Integrated Development Plans, the new development role of municipalities calls for a more effective way of managing resources. With regards to the new Constitution, the role of local government is now a new and expanded one. It has moved beyond the provision of traditional municipal services, e.g. water provision, to leadership, planning, and management of development. They are now tasked with the responsibilities of eradicating poverty, boosting local economic development, job creation, and carrying forward the process of reconstruction and development.

The Constitution, in conjunction with legislation such as the Development Facilitation Act, and the Local Government Transition Act; and policy frameworks like the Reconstruction and Development Programme (RDP), and Growth, Employment and Redistribution (GEAR) strategy, bestow upon municipalities a number of important functions. "Municipalities are expected to

provide clear and accountable leadership, management, budgeting and direction in the following areas:

- . Participation of the community in its own government;
- . Communication and co-operation between community and government;
- . Integrated development and management of the municipal area;
- . Provision of infrastructure, household and community services;
- . Land-use regulation and planning;
- . Housing and township establishment;
- . Development planning and local economic development;
- . Environment and health care and public health;
- . Local safety and security." (Department of Constitutional Development; 1997: 3-4).

### **3.2.1 Steps in an IDP**

There are several important steps that are involved in the preparation of an IDP process. These steps do not necessarily follow in a sequence. Certain activities may begin while others are already underway. These steps are as follows:

- **Current Reality.** Planning requires a vision for the future of the municipality. In order to realise this vision, a clear picture of the current reality is necessary. This assessment should contain an overview of the local government body, the area and its communities, and the external environment (regional, provincial, national and even global context) (Department of Constitutional Development, 1997: 24). This is a broad analysis and does not contain too much of detailed information. One way of doing this is through a Strengths, Weaknesses, Opportunities, and Threats (SWOT) Analysis.
- **A Vision for the municipality.** The vision statement aims to build a base for agreement and consensus to start the planning process. It is required that the community is involved in establishing the vision for the area. Conflicting aspirations should be expected from the community and the



stakeholders. The vision should be able to bring about a consensus general direction in which the development should go.

- **Setting Goals.** It is important to set goals for the municipality for approximately 5 years in the future. The goals that are set up should reflect what the municipality would like to achieve in that space of time. They need to be realistic and achievable.
- **Situational Analysis.** This analysis is more detailed than the current reality assessment and the visioning exercises. This is undertaken so as to gain a deeper understanding of the key development issues in the area and leads on to the strategic planning that follows. The situational analysis should cover the following:
  - “analyses of status quo, trends and needs;
  - an assessment of external factors such as applicable national and provincial policies, legislation, programmes and service standards affecting the key development issues;
  - internal factors such as powers and functions, institutional and financial constraints and opportunities of the local area;
  - spatial analysis of the local area.” (Department of Constitutional Development, 1997: 27).
- **Integrated Development Framework.** This is “a set of development strategies which cut across different development sectors (like health, housing, basic services) and support each other” (Department of Constitutional Development, 1997: 30). It focuses on the key development issues and the medium and long term goals which have already been identified. The different departments and officials in the municipality work closely together to develop strategies that can meet these goals in the most

effective ways possible. It is suggested that the development strategies should pay attention to the following areas:

- “the local economy and how jobs can be boosted;
- the service needs of the community and how they can be met;
- ways to improve the ongoing operational maintenance of municipal services;
- a broader spatial plan for the municipal area, which indicates areas of growth and movement of people, as well as poverty, and then shows where the municipality will strategically intervene to integrate previously divided communities, improve transportation systems, and support housing development, infrastructure or economic growth;
- land regulation and management, including zoning policies and property taxation;
- the environment and how it can be used for everyone’s benefit;
- gender issues and the needs of marginalised groups;
- ways to address capacity problems within the municipality;
- communication and interaction with stakeholders and community groups;
- municipal fiscal sustainability” (Department of Constitutional Development, 1997: 31-32).

➤ **Action plans and budgets.** At this stage a plan is devised for the implementation of the strategies. The action plans addresses how the development strategies will be carried out, managed monitored and sustained. Two plans are required here, namely, an institutional plan of action and a financial plan of action. These two plans are not separate, but a part of the IDP and are closely linked to achieve the priority goals of the municipality. The institutional plan of action illustrates how the municipality will implement its development strategies. Once the broad framework of the action plan is drawn up based on the Integrated

Framework, tasks are allocated to the various departments within the council. Each department may then draw up an annual action plan, which will show how that department is committed to achieving the aims set out in the IDP. These action plans can then be put together to form the overall action plan of the municipality. The municipality should take the necessary steps to ensure that the institutional capacity for implementation of the action plans exists and acquired if lacking (Department of Constitutional Development, 1997: 36). The financial plan is a strategy for the regular budgeting and allocation of resources so that the development strategies, including LDOs, can be achieved, within a given budget and a set time frame. It involves producing a medium term (5 year) projection of capital and recurrent expenditure (Department of Constitutional Development, 1997: 38). A plan for raising revenue to support these strategies should also be included. This shall also form the basis for annual budgets to be drawn up.

- **Monitoring and review procedures.** Monitoring and evaluation is important as the municipality's performance can be measured against targets set in the IDP. It also enables the municipality to revise the IDP because it recognises that conditions change, which cause priorities to be adjusted (Department of Constitutional Development, 1997: 39). The IDP process must allow for and anticipate changes within the municipality's jurisdiction. From the findings of the monitoring and evaluation, changes can be made accordingly. In order for the monitoring and evaluation to be effective, the municipality must set key performance indicators (KPIs) to measure its performance.

In order for this process to meet its desired goals, the municipalities must be able to mobilise a participation process that is constructive and effective. Municipalities will also have to work around conflicts, provide direction and

leadership, ensure fairness, and build agreement and consensus around common shared goals.

### **3.2.2 Participation**

For the purpose of this dissertation, the participatory process of the IDP process and the representation of the views of women in the IDP is of primary concern. Community participation is one of the key elements of the IDP process, and it is here that the contribution of women's groups is especially important, because women in particular have in the past been excluded from local decision making. Since 1994, there has been a political commitment to gender equity.

Planact (1997: 40) suggests that participation is important for a number of reasons. Firstly, deciding on a vision and development strategy is not the sole responsibility of the government. The community is as responsible for making these decisions for the area in which they live. Secondly, citizens are alienated when they are excluded from local decision-making. By including them into processes like these civil society begin to feel like true citizens of the area. Thirdly, civil society has a wide variety of skills, capacities and resources, which should be harnessed. Inclusion into the participatory process should serve to develop these characteristics. Fourthly, participation assists in building a cooperative relationship between government and non-governmental actors. Finally, the success of an IDP depends on whether all stakeholders believe in it. Therefore by encouraging participation, all stakeholders would have had an opportunity to critically discuss issues and decide on the final product (Planact, 1997: 40).

According to the Department of Constitutional Development (1997: 11) the community participation process should do the following:

“ - ensure the fullest support of residents and stakeholders;

- mobilise community and private sector resources to make the most of growth and development strategies;
- provide a foundation for future development initiatives”.

Participation should not be undertaken merely to fulfill legislative requirements such as those contained in the DFA. Participation must be carefully designed and as far as possible “it should have structural effects: the institution needs to transform itself to allow for a more participatory culture” (Planact, 1997: 43).

### **3.2.3 Participation and Women**

The White Paper on Local Government acknowledges the importance of improving the quality of life especially for previously marginalised groups e.g. women. Naidoo (1999: 14) states that, “there is very little attention paid to the mechanisms that would be required to ensure this process occurs successfully”. She continues to argue that effective citizen participation determines, to a large extent, successful service delivery at local government level. She acknowledges that this statement ignores an important element of a powerful, untransformed bureaucratic administration, which smothers effective participation to the point of perceiving participation as unnecessary (Naidoo, 1999: 14).

The social context that the White Paper is striving for is based on promoting important common goals. These are located in the transformation of local government structurally as well as procedurally so as to redress the past inequalities perpetuated by apartheid. However, redressing racial and social imbalances cannot be divorced from the gendered implications of such change. Nevertheless, these have been overlooked or misunderstood (Naidoo, 1999: 15). Therefore attempts have been limited to adding women on into participatory processes instead of “transforming the way that government works to deliver more effectively to both men and women” (Naidoo, 1999: 15).

However, depending on the type of participatory process that is undertaken or adopted for the IDP, women will be included in the community participation in different ways. There is currently a growing awareness around the importance of incorporating women into the participatory process. However, in most instances it is not done effectively. The manner in which this was done in the North Local Council will be investigated in the following chapters.

It is also important to understand where IDPs have emerged. Therefore for this aspect of this dissertation, the theory that is of relevance is collaborative planning as put forward by Patsy Healey. This theory offers an approach to planning from which IDPs have drawn.

### **3.3. COLLABORATIVE PLANNING**

Within this age of postmodernism coupled with its celebration of fragmentation, incoherence, diversity, and eclecticism, a call for integration and collaboration seems misplaced and incongruous. However, when one looks closer, it becomes apparent that integration and networking are prevalent themes in the late 1990's (Harrison, 1998: 2) and in the year 2000. Examples of this can be seen in the realm of information technology because, since the 1990's there has been a move towards integration and networking. On looking at the idea of integration in this manner, it is not surprising that a notion of collaborative planning would emerge. Within the "field of theory, philosophers of planning are self-consciously seeking new ways to achieve social coherence and integration" (Harrison, 1998: 2).

Many theorists have been inspired by Jurgen Habermas's theory of communicative action to argue that the "outcome of a process of dialogue and consensus provides a rational basis for planning" (Harrison, 1998:321). John Forester was the first to start this theory of communicative action with his work which has focussed on processes of knowledge production, in that

planners need to be aware of the fact that no act of communication is neutral (Harrison, 1998). Patsy Healey refines these arguments by focussing on the problems that arise from a communicative planning process. She states that we are capable of “planning through debate” and that “processes of conflict mediation, consensus building and stakeholder partnerships” inform more viable planning approaches (Healey, 1997: 64).

According to Patsy Healey (1995), due to the many interests in what happens in places, planning systems have for a long time been concerned about process i.e. how are issues identified, checked with interested parties, debated, agreed upon and followed to action. Therefore, many systems have made provisions for some form of consultation or public discussion about the projects, policies or plans. However, she goes on to say that these processes have more often been dominated by the discourses of professionals e.g. architects, planners and engineers, or political ideologies etc. None of these public discussion processes have been effective in addressing the diversity of interests around the issues of concern. Patsy Healey goes on to say that the “processes and discourses chosen may themselves serve to polarise debate and exacerbate confrontation” (1995: 56). It is further stated that many people are excluded from the debating arena and the ideas and understandings that they bring with them are also not acknowledged. This sort of exclusion may have political consequences as those left out may challenge the decision through lobbying activity, direct protest and the ballot box.

In light of this, more attention is being paid to conflict mediation processes in planning. The approach that is applicable to this dissertation is proposed by Patsy Healey's theory of collaborative planning. This theory seeks to “encourage mutual understandings, collaborative learning, the collective re-definition of participants' interests, the redefinition of problems, and, in this context, a joint process of invention of appropriate policies and actions?” (Healey, 1995: 56). This type of collaborative discourse requires high level skills in mutual

tolerance, listening and learning and in attending to other people's concerns. Healey makes mention of an argument put forward by Gilligan that the above-mentioned skills have been ingrained into the upbringing of women in western culture. She goes on to say that men on the other hand have an upbringing, which encourages self-centered competition and play-to-win, individual strategies. Healey says that it is with this in mind, bringing women into urban governance processes may help in the search for ways of democratic and collaborative problem solving (Healey, 1995: 57).

### **3.3.1 Collaborative Planning and Women**

Now that we find ourselves outside the modernist "prison" (Healey, 1995: 57) recognising differences in capacities, perceptions etc, which people hold has become a lot easier. Women, as a marginalised majority, have had the lived experience of marginalisation and have the support and strength in numbers to bring about a change. There are currently some strategies being adopted to include women in the policy arena. In addition women's monitoring groups are set up in organisations, which are aimed at raising policy issues and ensuring that they are followed through. In this endeavour, women are pushing forward a broader agenda about recognising social diversity. It is suggested that, because women are large in numbers, they have the ability to make the voices of other minority groups who have also experienced marginalisation, neglect and "crowded out" (Healey, 1995: 57) values and interests heard.

More importantly is the fact that the experience of women provides a large number and variety of capacities and skills. This is currently a storage of wealth as we are searching for ways of "managing our collective co-existence in shared spaces in the context of our recognition of social diversity" (Healey, 1995: 57). This means that women have a lot to offer in communicative planning because of their diverse experiences. Women also possess a number of skills, which are not acknowledged and used to its full potential. They are in the best position to provide advice on how planning should be undertaken to



enhance and improve their lives. Women have a lot of information that is extremely useful especially in the current time of planning moving towards integration and collaboration of all members of the community. By acknowledging social diversity, we are faced with major challenges in negotiating strategies for the management of urban and regional space. Healey says that these strategies must be legitimate, and must provide frameworks for households, firms, associations and agencies to flourish and be capable of contributing to the objectives of economic development, social cohesion and environmental sustainability. This, Healey argues, requires collaborative problem-solving as opposed to competitive confrontation (Healey, 1995: 57). Considering Healey's point that women possess the capacities to achieve this, bringing women into urban governance does not only redress a previous imbalance, it also attempts to create a new and different future for all. The implication here is that women should not focus on specifically women focused issues for a long-time; merely long enough to ensure that women are well represented in all relevant arenas. The focus should then shift to recognising social diversity and developing styles of democratic collaborative problem-solving (Healey, 1995: 58).

### **3.4. ISSUES AND DEBATES AROUND PARTICIPATION AND REPRESENTATION IN INTEGRATED DEVELOPMENT PLANNING**

#### **3.4.1 The Participatory Process**

The Participatory Process is a principle and approach that includes members of Council, local media and press, NGOs and civics, key stakeholders, community leaders, women's organisations, and advisory resources and communications in making decisions and choices that concern them. This approach is considered necessary in order to ensure that the decisions taken and the resultant development is not confined to being reflective of an advantaged elite but also filter through to the people who are likely to be directly affected by the development. "The requirements of participation are that:

- The process must be open and all people must be included, as all sections of the community are equally important;
- As far as possible, the playing field must be leveled so that all people have the ability to make a contribution to the process;
- People's needs and problems must be acknowledged in the process and that there must be a real attempt to plan accordingly; and
- People need to be brought together during the process in so to give them a sense of understanding the positions of other groups" (Harrison et.al., 1998: 23-24).

The challenge of meeting an equitable participatory development means integrating gender awareness into practice, "and not pursuing two approaches with two sets of principles and two series of methods" (Guijt and Shah, 1998: 19). However, it must be acknowledged that although participation aims at more inclusive development, it does not automatically include those who were previously excluded from these processes. It is considered to be as inclusive as those who are driving it choose it to be (Guijt and Shah, 1998:19). It is further argued that if gender relations are addressed explicitly through participatory processes, it must be acknowledged that conflicts are bound to arise.

Consultation opportunities for the marginalised must be followed through with analysis as do the causes of oppression and feasible action to redress the causes, or else the opportunity is unlikely to be empowering. Further, appropriate flexible institutional support is required so as to integrate other skills e.g. group organisation, conflict resolution, management, and local economic development to ensure democratic and adequate participation and empowerment. The lack of support and resources needed for such follow-up has led to discussion on the disempowering nature of participation.

### **3.4.2 Democracy**

The democratisation process is a transformation of the decision-making processes and it supports planning that is people-driven. The Constitution and Bill of Rights ensure that every person in South Africa has recognised human rights, which reflect values of human dignity, equality and freedom. It is expected that each local government should seek to promote these rights through the IDP process. It is encouraged that all role-players fulfil their civic responsibilities and work in collaboration to develop a society within which, human rights are respected through their participation in the planning process.

The IDP process presents a drastic shift from the previously technically-based approach to a process of participatory planning. It must be acknowledged that representative participation is an essential element of democratic planning process. The development priorities for any area can only be identified and set through full participation of all stakeholders. The IDP process is designed to "optimise representative participation in a constructive manner" (CSIR, 1998, Section B: 9). It provides an opportunity for previously disadvantaged and marginalised groups, including women, disabled, long-time unemployed people, young and old people, to voice their opinions. A single party or interest group should not be able to manipulate the new democratic planning process. In order to achieve this end, conflict resolution, mediation etc. create the backbone of the planning process.

### **3.4.3 Stakeholder Participation**

A stakeholder is considered to be "any citizen or group, local or external, which has a vested interest in your local development process." (CSIR, 1998, Glossary). Stakeholders are those individuals, organisations, institutions and businesses that have a key role to play because of their interest in the project as well as due to their economic, social, political or moral position in the area. They also include the beneficiaries, investors and those who implement the

plan. As such, the project cannot be successful without the involvement of stakeholders. These key stakeholders can provide advice, support and even resources towards achieving the objectives of the integrated development plan (Department of Constitutional Development, 1997: 6).

An approach that is becoming increasingly common to democratising the concept and process of gender sensitivity is to see women as stakeholders having specific needs and interests. Although the usefulness of this is acknowledged, the potential problem that this poses cannot be denied if women are characterised as a vulnerable group. More importantly, women cannot be regarded as stakeholders as they are far too diverse to constitute a homogenous group. Another problem with regard to gender issues in the presence of both men and women is that gender issues will be ignored if women are singled out as a particular group. The focus in consultative workshops and community participation meetings is usually on issues such as economic development. This often results in the smaller, usually less well organised groups such as gender and women to become marginalised in this kind of a process.

It has been suggested at the OECD conference (1995: 67) that in order to move women's issues into institutions women must keep strong linkages between grassroots organisations and movements, professionals and their organisations, and the decision-makers responsible for policy. The more women are involved at these levels, the easier it will be to make strong and empowering links.

#### **3.4.4 Representation**

This notion of representation can be looked at on two levels, namely qualitative and quantitative representation. Quantitative representative refers to the number of women who are elected and are members on council. Qualitative representation then refers to the actual representation of gender issues by

women on council. Mirjam van Donk argues that the reason that women are not quantitatively well represented on councils is due to the lack of a quota system (nd: 11). She goes on to say that although the presence of women are an important condition for gender equity and social change, simply "adding women on "(nd: 11) does not necessarily mean that gender issues are going to be addressed. This related to a general misconception that elected women on council by definition of their sex represent women and women's interests. This refers to representation on an internal level, referring to the participation of women within local government structures towards the promotion of gender equity and empowerment.

The other level is an external one and refers to local government's relationships with and activities in the community. With regards to representation of this nature in planning processes, the central question most often asked is, "whose voices have been represented?". In the integrated development planning process, women are supposed to be incorporated into the public participation process and strategies are to be employed to promote gender equity and a better, more comfortable life for all. However, in many instances, although the process may be followed through the views of women, as is the case for minority groups, are marginalised by other issues. This is indicative of the little to no change in practices and organisational culture.

From this it can be seen that internal and external processes are closely linked. This means looking at the organisational structure and culture of local government, and it's relationship with its activities in the community. It has become clear that representation is essential for the legitimacy and effectiveness of local government but this is not sufficient, although important, with changes in the organisational culture.

### 3.5 CONCLUSION

Integrated Development Planning has offered municipalities a chance to develop their areas spatially, economically, environmentally and socially. This thinking has emerged out of other theories such as Patsy Healey's collaborative planning. It enables democracy to be taken to a higher level by allowing the community to participate in the development process. From the previous chapter we have learnt that, women have a wealth of information to contribute to the planning process. The IDP process provides a place for women to contribute and participate. However, it is such that larger issues e.g. economic development receive more attention within such processes compared to smaller issues and the concerns of minority groups. Hence, women and gender still become categorised as issues regarding vulnerable groups and are not adequately addressed. This has also been expressed in Naidoo's (1999) thesis, which addressed gender and IDPs in local government. The other issue that emerges from the issues and debates above regard representation. This refers to the fact that women may be included into the IDP through internal structures of local government or through the community (external to the local government). Many women involved in the IDP processes represent women quantitatively or qualitatively. Whether or not this was the case in the NLC shall be investigated in the following chapters.

## **CHAPTER 4**

### **CONTEXTUALISATION OF THE IDP PRROCESS IN THE NLC**

#### **4.1. INTRODUCTION**

The NLC area lies in the north of the Durban Metropolitan Area (DMA) and has been identified and defined as an administrative entity since 1996. The NLC area extends from Glen Anil in the South to Tongaat/Frasers in the north, and from the Indian Ocean to Buffelsdraai in the West. The area in question covers two hundred and nine square kilometers and includes areas of both former Local Authorities and former Development Service Board Areas. These include Umhlanga, Umdloti, Verulam and Tongaat of the former and Hambanati, Redcliffe, Waterloo, Rietrivier, Ottawa, Mt. Moreland, Blackburn, Mt. Edgecombe and nine informal settlements of the latter. This Local Council is the third largest in the DMA with the second smallest population and houses only 5% of the total metropolitan population.

#### **4.2. HISTORICAL BACKGROUND**

From the 1850s, the history of the area that is now known as the North Local Council area was dominated by farming, and in particular the sugar industry” (Siyakhana Consortium: Situational Analysis, 1997: 4). The Tongaat Hulett Group (THG) has been the largest player in the sugar industry and has come to dominate in many respects. The THG is a major stakeholder in the NLC as they own vast tracts of land that is currently under sugar. They have recently started selling pieces of their property for major developments. Sugar cane plantations could be found along the coastal belt between the Tugela River in the north and the Mzimkulu River in the south. Small segregated settlements, sugar mills and railway lines were constructed to serve the sugar industry. Mt Edgecombe was the home of the Natal Centre Sugar Company while Tongaat

was set up as a company town in 1850. Hambanati was established as a model village for workers. Verulam was the administrative centre for the area. Verulam housed the law courts, prison, hospital and the Methodist and Anglican parishes. Maidstone was developed as a 'garden city' for workers. In the 1860s, approximately 150 000 indentured Indian labourers arrived to work on the sugar plantations along the north coast of Natal.

#### **4.3. DEMOGRAPHIC PROFILE**

According to the 1991 Census data, the NLC had a population of 121 842 people. The racial profile of the NLC was 80% Indian, 10% Black, 9% White, and 1% Coloured (Siyakhana, 1997: 4). Within each racial group there are more women than men, and together constitute 51% of the total population of the NLC area. . According to Siyakhana (1997), the NLC is characterised by a relatively youthful population, thus positive growth rates can be expected due to the urban development potential that the area possesses. Hence a need exists for planning and development strategies to be established for the future of the area. The most populous age group is the 25-44 years group, which represents approximately 40% of the total NLC population. Children between the ages of 5-19 represent almost 20% of the population. The elderly (over 60 years) constitute under 5% of the population. However, the consultants have not considered the impact of HIV/AIDS in this area. If these were considered, there would be some difference to the projected growth rates in this area.

#### **4.4. INCOME PROFILES AND EMPLOYMENT LEVELS**

Despite metro-wide indications that the NLC enjoys greater wealth than any other local council, wide income disparities do exist. This reflects the presence of a number of affluent households almost adjacent to very poor ones. The Situational Analysis (1997) suggests that 53% of the population of the NLC earn above R3 500 per month, while the "remainder can be classified as low



income". Just below 22% of the population earn less than R800 per month and almost 16% of the economically active population are unemployed. The Situational Analysis suggests that, "these figures indicate relatively high levels of poverty in the NLC area, and that a considerable percentage of households will require assistance from the government to meet their basic needs" (Siyakhana, 1997: 5).

#### **4.5 ECONOMIC STATUS OF THE NLC**

Historically, the NLC has been dominated by the sugar industry. Its economic performance used to be dwarfed by the economy of central Durban (Siyakhana, 1997: 17). However, its moderate Gross Geographic Product appears to be set for change as it is poised to enter a phase of increased economic activity. The NLC has become one of the major growth points in the DMA. It experiences the growth through investment in office parks, tourism, shopping centres, proposed airport and high income housing that has made the NLC one of the major places of attraction both nationally and internationally. The economic activities in the NLC are wide ranging and include: agriculture, production of food and beverages, textiles and clothing, wood and furniture, agri-chemicals, tourism, trade and catering, commerce and retail, and small, medium and micro-sized enterprises (SMMEs). The NLC has considerable investment opportunities and extensive economic development that could dramatically transform the socio-economic character of the area, and its relationship to the rest of the metropolitan area. Therefore the NLC needs to recognise and develop its assets, resources and potential and deal with its weaknesses and threats (Siyakhana, 1997: 21).

#### **4.6. COMMUNITY ORGANISATION**

There are a number of community-based organisations in the NLC with the most dominant categories being: ratepayers, aged, child and family, labour,

and sports (Siyaykhana Consortium: Situational Analysis, 1997: 6). The membership of these various organisations come from specific areas rather than across the entire NLC area, which is largely due to past apartheid policies and planning (Siyakhana Consortium: Situational Analysis, 1997: 6). These organisations focussed almost exclusively on specific issues with a limited view and understanding of the overall context. The consultants viewed this as a possible hinderance to the integrated development efforts and it could undermine the sense of a unified identity for the NLC area.

The Tongaat Hulett Group and government have, in the past dominated decision-making in terms of providing education facilities, housing, and health facilities. This has served to limit the participation and the responsibility of the community and organisations in development issues. The limitations of the past practices were to be challenged and corrected to a degree through the IDP's community participation process.

#### **4.7. INSTITUTIONAL ORGANISATION**

At the time that this Situational Analysis was undertaken, local government was, and still is, undergoing an extremely exciting and challenging period of transition. The NLC has been characterised by 15 previously separate administrations. In turn the local government has been "characterised by a relatively disjointed approach to human resource management, outsourcing, resource rationalisation, standards in service provision and delivery, and response to new policy parametres and legislation" (Siyakhana Consortium: Situational Analysis, 1997: 6). The NLC had to co-ordinate and rationalise these administrations into a smoothly functioning and unified local government structure, which is able to respond to the development challenges. Therefore, institutional strengthening has been identified as a requirement for the local government to meet these challenges.

Some **key institutional and community issues for development** in the NLC have been identified by the consultants. They state that there is a need to:

**“redress past imbalances**

- address socio-economic disparities and imbalances
- facilitate empowerment and upliftment of the poor and disadvantaged
- recognise women’s needs and aspirations
- promote greater participation by organisations in development decisions
- establish unified identity for NLC area and counter distrust

**create opportunities for future development**

- plan for youthful and growing population
- recognise large Indian population as a significant cultural asset
- recognise deep-seated history of sugar farming
- strengthen capacity and rationalise operations of local government
- promote collaboration, capacity-building and mutual learning
- facilitate greater interaction and co-operation with metropolitan area”

(Siyakhana: Executive Summary of Situational Analysis, 1997:7).

#### **4.8. THE IDP PROCESS IN THE NLC**

On completion of the NLC’s terms of reference (See Appendix 2), this council proceeded to become the first Local Council in the DMA to commence its IDP process. On obtaining funding from the KwaZulu-Natal Provincial Administration through the Reconstruction and Development Programme's Disaster Relief Fund, the NLC appointed the Siyakhana Consortium in April 1997 to prepare the IDP for the area (NLC's IDP, 1998 : 2). The consortium included a number of consultants from a variety of fields e.g. spatial planning and economics to work in collaboration with the NLC council and officials to produce an IDP for this area.

The IDP process occurred around three main phases. Firstly, the Situational Analysis phase, which gathered sectoral data on the status quo of the NLC. This was a resource document, which the development strategies were to draw from. Secondly, the community participation process, which included the community and stakeholders identifying key issues within the NLC and envisaging a future for the NLC area. Thirdly, the writing up of the IDP document, which involved picking out what had emerged from the community participation process and the work undertaken by the consultants e.g. formulation of strategies. This involved to a great extent substantiating what had emerged from the above and starting to think this through to a spatial plan. This was a much more formal and quite a different process as compared to the consultative process. It was similar to the first phase (Situational Analysis) because it constituted the councillors, consultants and officials collaborating and consolidating information, and writing up the Situational Analysis and the IDP in the respective phases.

For this dissertation, the second and third phases, i.e. the community participation and the preparation and finalisation of the IDP respectively are of importance since it is here that women have been involved to a greater extent. The community participation was based on the following principles (Siyakhana Consortium, 1997, Proposal for Community Participation: 2):

- 1.1 "It must be acknowledged that participation is not the same as input. The process must, therefore be driven by participation, not input. Participation is needed to move the residents and stakeholders of the NLC towards achieving a consensus on development of a vision, objectives and strategies. Input merely registers opinions and facts; and is not conclusive.
- 1.2 The IDP must arise out of a democratic process. Democracy is not compatible with a "priesthood of expertise". The role of the consultants is therefore to serve as a resource to the residents and stakeholders of the NLC to help the community plan, not to impose a plan upon them.

- 1.3 An IDP must have built within it the capacity to be understood and implemented. The residents and stakeholders of the NLC need to be given the tools with which to monitor development to ensure that it is in harmony with identified development objectives and strategies. This depends on the establishment and achievement of performance-based benchmarks (e.g. improved rates of literacy, not school expenditures; lower crime rates, not number of prison beds; better air and water quality, not environmental regulations).
- 1.4 Meaningful community participation extends beyond the IDF process, and requires time and resources. The IDF will only begin the process and help to identify what time and resources are needed to carry this forward. Community participation is a permanent part of urban and rural growth in a democracy”.

It has been established from interviews with the members of the consortium that the community participation process was carried out based on a model used in the Philippines. The model required people of the community to be separated into groups in two ways viz. according to affinity groups (around specific interests e.g. gender and sport) and geographic groups (representatives from specific areas e.g. Tongaat and Umhlanga). Key stakeholders were also identified to participate in this process.

Due to the fact that the NLC had only recently emerged out of the apartheid era, which worked very well in this instance in separating people, the model was used as a test to break down traditional animosity and barriers, especially political ones, that had been set up through past political struggles. For the purpose of the community participation process, participants were separated into groups by geographic locations and interest groups. The five geographic groups consisted of members from the different areas i.e. both former local authority and Development services Board areas e.g. Hambanati, Tongaat and Umhlanga. The affinity groups were formed around a variety of concerns or

interests in the NLC area. Twelve affinity groups were formed around the following categories:

- business and labour
- civics
- institutions and NGOs
- property owners and developers
- environment and health
- youth
- parents
- education and training
- sport
- elderly
- safety and security
- gender
- professionals
- religious affairs

The affinity groups and geographic groups participated with the other IDP structures that were set up (See Appendix 4 for a diagramatic structure of the Community Participation in the IDP).

The model that was used was based on an assumption of community cohesiveness, which did not exist in the NLC area and in turn resulted in problems within the consultative process. Amanda Williamson (who was a consultant with the Siyakhana Consortium) stated in her interview that, “with the NLC being a new entity, which had not devised any communication channels, there were no links or relationships between the local council and the community”. The NLC had a limited list of organisations and stakeholders in the area. The consultants had to identify and contact the various groups while undertaking the Situational Analysis. They did so through the snowballing method of primary data gathering and gaining information through the word of mouth (See Appendix 3 for the list of identified organisations and

stakeholders in the NLC area). Invitations were sent out to the different organisations and stakeholders to attend the community participation process towards the development of the IDP.

Three major consultative workshops were held and were heralded as the milestones of the community participation process. These three workshops brought all members of the community participation process together to be briefed on the various stages that were to be undertaken. It was at these meetings that all the sub-groups had the opportunity to become acquainted with the different views and interests of the community and stakeholders. Within these workshops, the community was to provide direction regarding priorities for the development of the area (NLC's IDP, 1998: 19). Tasks were given to the various sub-groups who then met at later stages to engage themselves in devising outcomes to these tasks.

The first consultative workshop was held on the 21 June 1997. It was aimed at introducing the broader community to the IDP process, and at establishing some consensus around the consultative process that could be followed, and to present findings of the work that the consultants within the Consortium had undertaken i.e. the draft Situational Analysis Report. It was, according to Amanda Williamson, a very successful workshop and it launched the consultative process that the Consortium had embarked upon. The twelve affinity groups, which had been identified, had been requested to undertake several tasks at the workshops. These tasks were expected to provide important contributions and comments upon the overall planning process. At this meeting, the task set out was for the members to identify the key issues and concerns pertaining to their specific interest group or geographic area (Minutes of the First Consultative Workshop, 1997: 1).

The various sub-groups that were established, i.e. the affinity and geographic sub-groups were to meet on other occasions that suited all members. At these

sub-group meetings the members were required to derive solutions to the tasks that were set out for them during the consultative workshops. At the first sub-group meeting the groups were to identify key issues that they believed were priorities for their interest or geographic group (Minutes of the First sub-group meeting, 1997: 1). At the second sub-group meeting the members were introduced to the concept of a vision and they were required to brainstorm a vision regarding their specific interest group (Minutes of the Second Sub-group meeting, 1997: 1)[the details of this will follow in the next chapter].

The second Consultative Workshop was held on the 6 September 1997. In essence the main purpose of this workshop was to formulate a vision for the NLC area based on the individual sub-group visions that were narrowed down to four at the Development Plan Advisory Group meeting. According to the Monthly Progress Report of August – September 1997, it has been recorded that “the enthusiasm, commitment and effort demonstrated by the participants themselves” was especially noteworthy. It was further suggested that this indicates the level of ownership and interest that the participants feel for the process as well as the acceptance of collective responsibility for planning. However, it was also noted that the attendance was not as extensive as the consortium would have liked. Also the formulation of the geographic sub-groups were not as effective as the affinity groups.

The third Consultative Workshop was held on the 29 of November 1997 and was the final forum of discussion for the Situational Analysis and the IDP before its submission to the NLC. The work of the planning team was presented for discussion by the participants. Artists and actors were involved to provide a visual and dramatic representation of the plan and of future development scenarios. Their involvement was generally deemed to have greatly assisted the process of understanding the development opportunities and choices, which lay ahead, and which were to be guided by the IDP. However, by this stage of the process, the community participation had waned quite considerably. This



was disappointing to the consultants as the richness of the participation started to dissipate (Monthly Progress Report 8 November – 11 December, 1997: 20).

Apart from the major consultative workshops and the sub-group meetings, three other structures were established to assist in ensuring that the community participation process was a smooth and all encompassing one and also functioned to guide the IDP process (Amanda Williamson, Interview 2000). Firstly, the Steering Committee, which was set up to meet on a monthly basis with the consultants' team to provide guidance to the IDP team and process. The Steering Committee constituted NLC Councillors, the NLC's Chief Executive Officer, the town engineer, the town planners, planners from the Durban Metropolitan Council, and the deputy director of the Department of Local Government and Housing. Secondly, the Development Plan Advisory Group (DPAG) was established by drawing together representatives from the sub-groups, key stakeholders and the NLC to encourage communication of ideas between the community and the planning team. The DPAG held four meetings during the process, which was fed by the comments, ideas and concerns raised at the sub-group meetings. The purpose of the first meeting was to receive comment upon the draft Situational Analysis Report and to review the community participation process. The second meeting was aimed at formulating draft vision statements based on those produced by each sub-group. The third meeting was geared towards receiving comments on the vision statement developed at the Second Consultative Workshop and towards the identification of strategies and programmes required to attain the vision. The fourth and final meeting was to obtain comment on the Strategies, Objectives and Spatial Framework that had been prepared by the consultants, and to identify lead projects and suggest priorities (NLC's IDP, 1998: 18). The third structure that had been established for this IDP process was the Senior Consultants Advisory Panel, which was created by drawing on the expertise of highly qualified and experienced professionals to contribute to the planning

process through information dissemination and obtaining feedback. They met on a monthly basis to make their contribution, and also attended the major consultative workshops.

Siyakhana Consortium stated in a letter dated 1 September 1997 to the CEO of the NLC, that "it is only through such a community participation programme that genuine development, responsive to the needs and aspirations of the residents and stakeholders of the NLC, can be implemented and sustained. In short, community participation is the single most important element of the IDP process."

#### **4.9. SELF ASSESSMENT OF THE COMMUNITY PARTICIPATION PROCESS**

Based on a self-assessment of the community participation process, the Siyakhana Consortium has identified a number of strengths and weaknesses that they believe have emerged (Williamson, 1999).

##### **4.9.1. Strengths**

Firstly, the fact that the people of the NLC have collaborated to form their own bold vision for the NLC has been a great strength and has contributed to giving people from the past disparate and isolated areas and race groups an opportunity to participate and feel as though they truly belong to the area and own the process. Associated with this is the fact that the people of the NLC has directly contributed to the formulation of their IDP, and it has been happily approved by them.

Secondly, this process has contributed to the creation of a sense of identity in the NLC. Since the area was still adjusting to the newness of the democracy and freedom of the time, the IDP process gave a voice to those who had not been heard before. It also allowed people to raise concerns and discuss issues in a non-antagonistic manner.

Thirdly, the IDPs community participation process gave impetus to existing community structures and served to create constructive working relationships between community and Council. It has also in the long-term assisted community and Council to take greater responsibility in development issues.

Finally, the process has received very positive feedback from the community and all stakeholders and presents a structure and process that is replicable in other urban projects.

#### **4.9.2 Weaknesses**

Firstly, the disparate and parochial community structures, which have historical divisions e.g. location, class, gender, race, age, and religion hindered the process to a certain degree. This refers specifically to the participation of those who were previously not given the opportunity to vocalise their opinions and ideas.

Secondly, there was an expectation of immediate delivery of development projects. With regard to the long-term nature of the process and the projects, the enthusiasm and participation by communities and councillors began to wane. Thirdly, logistical problems e.g. transport, communication, money, venues, and time were also encountered. These will be explained in the following chapter. Fourthly, it was found that other events were absorbing people's energy and time e.g. the budget consultation process.

#### **4.10 CONCLUSION**

This chapter has served to provide the reader with an insight to the case study area and it provides one with a brief overview of some of the dynamics functioning within the NLC. It also brings to the fore the way the IDP process was structured around three broad stages viz. the Situational Analysis, the community participation, and the consolidation of information and the write up

of the IDP. The chapter offers the reader an overview of the manner in which the community participation process was structured and carried out in the NLC. On completion of the NLC's IDP, the process has been evaluated and assessed by Amanda Williamson, who was a planning consultant with the Siyakhana Consortium for this IDP. Her suggestions about the strengths and weaknesses of the process have been incorporated into this chapter.

## **CHAPTER 5**

### **ANALYSIS OF THE ROLE AND PARTICIPATION OF WOMEN IN THE NLC'S IDP**

#### **5.1 INTRODUCTION**

This chapter contains the analysis of the findings from the primary research (interviews) conducted for this dissertation. The results of these interviews have been interpreted by using the theoretical framework as a backdrop for an understanding of the key issues and debates around gender and IDPs. It serves firstly, to give insight in to how gender was taken up within the IDP, the discussions, processes, and outcomes of the gender sub-group. Secondly, it interrogates the role of women on two levels i.e. an internal and external level. Internal representation refers to the women officials, councillors, steering committee and IDP team members as representatives of women's gendered needs and concerns. The External representation refers to the women participants from the community and stakeholder groups, i.e. women outside the main structures of local government and the Consortium.

#### **5.2 EXTERNAL REPRESENTATION OF WOMEN IN THE IDP PROCESS IN THE NLC**

At the very outset of the community participation process, which formed a major component of the NLC's IDP process, the concerns of women were viewed as an integral aspect of the consultative process. There were various reasons for this. Firstly, in the light of our new found democracy and in acknowledgement of gender inequality, the need for women to be represented was established by the consultants and the community members. According to Harold Maistry (NLC Community Services Department, Interview 2000), who was the community liason officer for the IDP process, another reason for the inclusion of women's gendered concerns stemmed from a genuine concern for an understanding of women's perspectives on development of the NLC area in a

way that can make women's lives easier. In addition to this Amanda Williamson (Siyakhana Consultant, Interview 2000) suggested that “the community viewed gender as something obviously included”. However, despite the positiveness of the above gender sensitivity, gender was not included throughout the IDP process, as will be shown through this chapter. The IDP has fallen short in terms of including gender into the process and plan.

It was for these reasons that an affinity group was formed to represent women. The women from the community who were invited to attend as representatives of women’s concerns were those who belonged to specific women’s groups in the NLC area. Seven women’s organisations were invited to attend the community participation workshops. They were as follows:

- **KwaZulu-Natal Homecraft Circle** – This organisation brings together a group of women who share ideas on various homecraft activities e.g. cooking and sewing. They also engage in tea parties and fundraising activities.
- **Tongaat Women’s Friendly Club** – This organisation has been in existence for over 30 years and is well known for its efforts in assisting charitable organisations with fundraising activities. It also provides women with an opportunity to socialise with one another during their meetings and excursions e.g. trips to the Wild Coast Sun. They also have a tea party at every meeting.
- **Umhlanga Women’s Achievers** – This group of women come together to socialise, have tea parties and meals together. They also engage in fundraising activities.
- **Lotusville Homecraft Circle** – This organisation consists of a group of women who come together to share ideas and talents with each other. It works very closely with the KwaZulu-Natal Homecraft Circle. The members also engage in fundraising events and activities for charitable organisations.
- **Tongaat South Women’s Circle** – This women’s group is a subsidiary of the Tongaat Women’s Friendly Club. They assist each other in which ever way they can and engage in very similar activities.

- **Women's Coalition** – was the ANC Women's Group located in the township areas of Tongaat. The roles and activities of this group are unknown as the contact person does not wish to divulge any information regarding this organisation or her participation in the IDP.
- **Tongaats Gender Forum** – This organisation deals with very specific gender issues within the Tongaat area. The issues that are of top priority are rape and domestic violence as well as employment opportunities for women. They engage in activities to support women and work closely with the Tongaat Child and Family Welfare.

Initially, this affinity group was called the **women** sub-group. However, from discussions held about this at the Steering Committee meeting it was realised that this isolation of women could be problematic. It was then decided that the group should be called the gender sub-group. However, despite this change to encompass gender needs/concerns and issues this sub-group comprised solely of women (Amanda Williamson, Interview 2000). This way of identifying the gender sub-group was problematic. At the first community meeting the group was presented as the women sub-group. Therefore, it is no surprise that only women joined this group. Although the name of the sub-group changed to the gender sub-group, the precedent was already set, that this group was for women only. Hence the inclusion of men into this group was bound to be, and it was, minimal.

The members of the gender sub-group were women from the various women's organisations and women's groups (as per the list above and Appendix 3) and interested individuals. They formed a small sub-group of eight members. At the first Consultative Workshop, the group was much larger than eight but many of the above-mentioned organisations did not return to further meetings as "we believed that the IDP did not concern our organisation" (Mrs. P.D. Naidoo of the Tongaat Women's Friendly Club, Interview 2000). The consultants felt that in order to have a holistic view of the gendered concerns

and views of women, their representation should be from all geographic areas in the NLC area. A number of invitations were sent out to the various women's organisations but the response from areas such as Umhlanga and Umdloti was very poor. The former Indian areas had an extremely enthusiastic response and participation to the group and the process.

Each of the sub-groups, including the gender sub-group, were incorporated into every level of the community participation process from identification of key issues within the NLC to vision-building. This gave the women in this sub-group an opportunity to think about how they are affected by the development occurring before them, and to devise possible options to assist women and maximise on possible opportunities for them. One Interviewee suggested, however, that despite this opportunity that women were given, there were many women within the gender sub-group who were not vocal about their opinions. The interviewee suggested various reasons for this. Firstly, she suggested that perhaps "Women did not quite understand gender and the complexities within it as a concept". She suggested further that culture and social position has probably played a role in this, because many Indian women from the lower income areas of Verulam and Tongaat were extremely withdrawn from the participation process, whereas Indian women from middle to upper class areas were more participative.

This lack of qualitative participation in the community participation could be attributed to the variables that pose possible constraints to women.

- Inappropriate times of meetings – the consultative workshops were held in the late afternoons on weekdays, i.e. 5pm – 8pm or on Saturdays. The reason for this is due to the fact that many people from the NLC work in Durban and return home at approximately the above times. There was, therefore, a need to cater for this scenario. These times are inconvenient for women, who have to balance a dual role of productive and reproductive work.



- Safety issues – with these meetings being at late hours, many women were insecure of travelling at those times. The women from Umhlanga, Mount Edgecombe and Umdloti were particularly concerned about this issue as they had to travel far into areas they were not familiar with e.g. Verulam, Tongaat and Hambanati.
- Transport – many women from the informal settlements rely on public transport to travel. At the times of these consultative meetings, the public transport system rarely or never operates, leaving women in very difficult predicaments. In order to avoid this, women would not attend the meetings.
- Benefit – In Harold Maistry's (Interview 2000) opinion, many women would have preferred to attend meetings, which would benefit them directly in the short-term e.g. employment.

Williamson (Interview 2000) suggested that there was no participation at all of women from the informal settlements and township areas because of these problems. Cognisance must be taken of the fact that women do not form a homogenous group who face the same problems but are extremely heterogeneous groupings who encounter a complex set of challenges and opportunities depending on class, culture, and race. Therefore, although the above issues or constraints are separated, it must be acknowledged that the women who did or did not participate, may have encountered a variety of these problems.

The richest parts of the community participation were in fact the initial meetings. Thereafter, the momentum began to fade and interest started waning simultaneously. After the first consultative workshop, the first meeting of the gender sub-group served to provide an introduction to the work that lay ahead. The task undertaken at this meeting was development of key priorities in promoting gender equality with special reference to what local government can do to promote gender equality within the NLC. This meeting was attended by the following groups and individuals:

- Ms. B. Moonsamy from the KwaZulu-Natal Homecraft Circle
- Roseisha Ishwardutt from the Tongaat Child and Family Welfare
- Miss Sherbanu Mustapha from the Tongaat Child and Family Welfare
- Miss Ansuya from the Lotusville Homecraft Centre
- Mrs. Krishni Nundlall from the Tongaat South Women's Circle
- Mrs. Busie Nene from the Women's Coalition
- Mrs. Rani Govender from the Tongaat Gender Forum
- Mrs. Anita Maharaj from the Verulam Child and Family Welfare

The results of the task undertaken by the gender sub-group (identification of key priority issues to promote gender equality) were obtained from minutes of the first gender sub-group (1997: 1-2) meeting and are as follows:

**“Awareness of women's plight and role in the home and community**

- . recognise women and women's issues specifically
- . allocate a budget
- . support CBOs, NGOs and other organisations which represent women's and children's interests
- . co-ordinate current efforts
- . initiate new programmes

**Decision-making**

- . promote greater, more vocal involvement by women in decision- making (civics, local government)

**Education, training and empowerment**

- . budget for training
- . facilities for meetings
- . training for councillors and officials
- . training for women in communities
- . promote adult literacy, especially in informal settlements

- . provide information on women's rights

### **Economic empowerment and advancement**

- . tendering procedures should 'favour' women
- . provide markets and facilities for selling goods
- . incorporating activities into broader economic strategies, eg., tourism, SMMEs
- . re-examine regulations relating to entrepreneurial activities
- . facilitate skills training
- . provide/facilitate information to promote non-traditional careers for women
- . explore opportunities for financial advancement for women (investment, loans, non-traditional and traditional sources of finance)

### **Safety and security**

- . establishment of crisis centres for victims/survivors of domestic violence (battering, abuse, rape) and women who are destitute
- . ensure police force is gender-sensitive, and that women police officers are involved in handling rape cases
- . community committees of women to deal with women's issues

### **Elderly**

- . ensure that women are adequately cared for when they are old (e.g. promoting home-based care and encouraging family life, and ensuring the provision of old age homes to cater for all)

### **Health**

- . provide mobile clinics to ensure that health services are more accessible to women (and children)
- . 'home-helpers' should be employed by clinics

- . home-based care to deal with the requirements of AIDS survivors, in particular female-headed households in informal settlements and rural areas)

### **Development in the domestic sphere**

- . be sensitive to needs and dynamic of households”

Despite the fact that there is a problem in terms of the lack of explanation regarding the content of the above issues, and some being out of the realm of local government, the strength of it lies in the fact that the women were given an opportunity to identify those issues that they believed have an impact on the lives of women in the NLC area. However, this is not to overlook the fact that there is a lot of diversity of women’s concerns and therefore this list should not be looked at as the be all and end all of women’s gendered priority issues in this council area. There is also a lack of issues regarding services e.g. water and electricity. This issue would have been identified by the poorer women who did not participate in the process.

The second meeting of the gender sub-group revolved around amending and finalising the key priorities identified above and comments made on the Draft Situational Analysis. Despite the fact that the Situational Analysis lacked a gendered perspective, little was done to change this. The concept of deriving a vision was introduced to the members of the gender sub-group. They were required to think about what a vision should entail. The gender sub-group put forward the following ideas regarding what a vision is.

- ". a catalyst for change
- . broad goals
- . looks to future
- . building a dream and fulfilling our expectations
- . hope and optimism
- . shows foresight

- . will make things happen
- . long-term
- . linked to plan with short-term goals
- . consensus-based" (Minutes of gender sub-group meeting)

Drawing on this understanding of what a vision entails, the members of the gender sub-group collaborated at their subsequent meeting to develop a vision for the NLC from a gendered perspective. The outcome of this effort stated that, "This gender group recognises the inequalities and imbalances of the past and would therefore like to see greater involvement of women in development, by the NLC becoming gender-sensitive. The NLC should ensure:-

- greater safety
- economic empowerment
- delivery of basic services
- providing the support services
- promoting democratic rights

for all women in the NLC area. Women should experience personal growth, be more proactive in identifying themselves as part of the NLC area and participate in its continued development by the year 2020" (Minutes of the Gender sub-group meeting, nd: 2).

The Second Consultative Meeting was based on consolidating the various visions into one holistic vision for the NLC area. It is at this point that one begins to question what has happened to the contribution of women and the gender sub-group, because the gendered perspective does not come through in the final vision adopted by the NLC, which is as follows:

"By the year 2020, the North Local Council will be a progressive and dynamic region within the Durban Metropolitan Area, having developed its assets and resources to the benefit of all its people and the wider region. It will become an attractive, unified and vibrant area which is

globally competitive, a tourist gateway and of a high international standard. By redressing the historical imbalances, it will have improved the quality of life for all by providing economic and other opportunities for the future” (NLCs IDP, 1998: 23).

The gender sub-group held their third meeting which served as the platform for the members to bring to the fore an assessment of the Situational Analysis Report in terms of strengths, weaknesses and possible improvements (Minutes from Gender Sub-Group meeting 3). Williamson suggested that “...despite the fact that the Situational Analysis did not have any gender sensitivity, for example, looking into the impacts of the transport networks on women as opposed to men, the gender sub-group did not really have a comment to make on this issue”.

The Third Consultative Workshop involved the final opportunity for discussion between the consortium and the community about the IDP and the Situational Analysis. Artists and actors were brought to the meeting to give a more visual and dramatic sense to the IDP. Final comments were made. It was found that by this stage the participation from the community was very limited and the enthusiasm had begun to wane.

Beyond the gender sub-group, women have also been included in all other sub-groups although, according to Miss P. Naidoo (Interview 2000) from the Swimming Club, the groups were dominated by men in numbers and in the contributions that were made. Miss Naidoo (Interview 2000) stated that her involvement was purely on the basis of the specific affinity group’s (i.e. the sport group) concern. “My participation did not involve the identification of the gendered implications within the sport affinity group, however, I do acknowledge that sport is something heavily gendered. At the time that this process was occurring, we were concerned about the promotion of sport in the various geographic areas at different levels in specific ways”.

Some of the women (those who work at the Welfare societies) who involved themselves in the Welfare group also participated at times in the gender sub-group as they have a greater experience with women and their gendered concerns on a daily basis. The Deputy Mayor and Councillor for the North Local Council Mrs. A. R. Cooper, although a part of the Welfare subgroup, also provided her input into the gender sub-group.

However, the interviewees from the other sub-groups have indicated that they did not delve into the gender concerns within their sub-group. “We did not have any women representatives in our sub-group, nor did we find the need to look into the gender issues. A gender sub-group was established, so we took it for granted that if there was a concern about gender in religion, then it would have been brought up there” (Mr. Faizel Yusuf Saib from the Tongaat Muslim Society – part of the religion sub-group, Interview 2000). A similar response was obtained from the members of the various other sub-groups with whom discussions were held (See Appendix 1 for list of interviewees). It seems to emerge from this that the responsibility of the identification of women's gendered needs and concerns, occurred only within the gender sub-group in terms of the community members input, including the contribution of the some members of the Welfare group into the gender sub-group.

### **5.3 INTERNAL REPRESENTATION OF WOMEN IN THE IDP PROCESS IN THE NLC**

From various cases of the inclusion of women into development and decision-making processes, the debate that emerges and has been discussed in earlier chapters of this dissertation is on the type of representation of women on the various bodies or committees that they may be a part of. This issue of representation has a twofold meaning. Representation can be either quantitative or qualitative. Quantitative representation is representation as tokenism or representation in numbers to establish a balance between men

and women on committees, council etc. However, these women do not identify the possible gendered implications and concerns around the issue in question nor do they promote gender equity. However, women who seek to entrench the role and position of women's gendered plight are those who represent women qualitatively. It is this issue of representation of women officials, councillors, steering committee members, Development Plan Advisory Group members, and Senior Consultants Advisory Panel that has also been looked into for the purpose of this dissertation.

### **5.3.1 Officials**

There were four women officials who were included in the IDP process. Three of these women were from the Planning Department of the NLC. They were also members of the IDP Steering Committee. The fourth official, Mrs. Lindiwe Nxumalo, was involved as a representative of a development committee from the community. It was the view of one of the officials who was interviewed that the women officials were extremely representative of women's gendered needs and concerns, however, this view has been contradicted by all other interviewees. It has been established from Mrs. Theresa Subban, one of the officials, that "the women were planners and their focus was largely technical." (Interview 2000).

However, it has been mentioned by three officials (Interviews 2000) that, the official who suggested that women officials were representative of gender, was extremely active in bringing to the fore, at the very outset, the need for gender to be represented as an affinity group. However, Theresa Subban stated that, "I think that we as officials, although members of the IDP steering committee, did very little to promote gender equality" (Interview, 2000). Lindiwe Nxumalo's stated that her concerns were community oriented, not gender-oriented (Interview 2000). She elaborated that although many gender issues are community issues, she did not focus on specific gender issues per se but on those concerns that she received from the community. From this it can be



established that the representation of women officials did not serve to highlight gender issues but rather the focus was on other technical issues linked to the whole planning process. It has also been suggested by Mrs. Theresa Subban that, "women officials generally try to avoid gender issues because they become ridiculed by their male colleagues for bringing up 'petty' issues regarding women. As part of the IDP steering committee, if we start raising gender issues, we would be likely to become the object of ridicule". It makes sense to say that for women to be taken seriously they have to side-line their concerns. Important to note is the fact that it is exactly this that the inclusion of women into decision-making processes such as the IDP is trying to eradicate. In order for women to be able to participate fully, they have to stop feeling like second-class citizens and realise that they have particular needs and concerns and should, therefore, be bold enough not to be deterred by a stigma.

### **5.3.2 Councillors**

There are only two women councillors on the NLCs council. Neither of these women were present on the IDPs steering committee while five male councillors were involved. Neither of the two councillors represented gender directly although at times the Deputy Mayor and Councillor Mrs. Alimar R. Cooper contributed to the gender sub-group. She is extremely involved in promoting women's emancipation and gender issues facing society. In my interview with her she stated that, "my main priority at the time was assisting the poor communities and being a voice to the development committees of the informal areas in the NLC. However, my concerns in terms of gender, was that of single parents and the poor. Most often it seems to be women in both categories. I have represented these concerns at workshops during the IDP and to the Gender Commission. I wanted and still want the Government to take a look at the plight of these women." (Interview 2000). She continued that, "now three years later, one positive outcome is the UNICITY and the new policy that people owning homes of value less than R20 000,00 don't have to pay rates. This automatically means that another burden has been removed from the

shoulders of women most affected." (Interview 2000). The second women councillor, Councillor Michelle Michael, was less active and did not contribute to the meetings of any sub-groups including gender. Her interaction with the IDP was primarily on the basis of attending the larger community meetings as well as council meetings. However, her view of the IDP and gender is that "the IDP process has brought about more gender awareness than there was before. It also brought about an understanding of women's concerns around health, HIV/AIDS, and public safety. The IDP is an evolving document and process, hence the next batch of IDP's should be done with a more gender-sensitive approach" (Interview 2000). She believes that "participation from women was just the beginning, i.e. the creation of awareness, and changes to perceptions and some practical changes too. From now on, a lot more female participation will occur. Three years ago we were still finding our feet but now we are better geared towards promoting gender-sensitivity and equality." Councillor Michael also mentioned that "being only two women on council facing a roomful of men makes discussing gender issues extremely difficult due to the snickering that occurs when it is mentioned. However, now we have become bolder and have in fact formed our Gender Working Group, and have a budget for it, and we have male councillors being a part of it. I would think that the IDP process could have assisted in initiating this gender sensitivity" (Interview 2000).

The Gender Working Group (GWG) is a group established by the officials and the councillors of any local council to promote and encourage gender awareness and equity. The GWG of the NLC aims to provide a one-stop advice centre and help-desk to the community it serves.

### **5.3.3 Women on the IDPs Steering Committee**

Of the twelve Steering Committee members only four were women, all of whom are planners. Three of them as mentioned earlier, are NLC officials and the fourth is a planner at the Durban Metropolitan Council. Each of these women were representing particular issues, none of which was gender. Ms. Teresa

Dominik viewed these two points as concerns. She stated that "the women on the steering committee were planners. I was representing a metro interest and didn't see myself representing gender issues." She continued to state that, "women don't see themselves as representing gender as they are representing another interest, which is their primary focus. In hindsight I must admit that gender issues must be represented by women on Steering Committees, the council, the consulting team etc. They must be aware of these concerns and advocate around that. Even in affinity groups there is a need to draw out the gender issues. There is also a need to show how a gender equity principle is effected in strategies and implementation for example, housing projects and health." (Interview 2000)

Ms. Amanda Williamson stated that, women on the Steering Committee were middle class planners and most meetings were concerned with the spatial aspects, which is the usual planning language. She went on to say that "we were concerned about the poor and disempowered, which is quite a faceless category and the kinds of issues and concerns that were emerging from the sub-groups were very much felt experiences. I think that planners also tend to prioritise, which needs to happen first before anything else can happen, for example we need to get X right first, then the rest will follow. However, other people fortunately don't think like that" (Interview 2000). Only one planner did not agree with this as she believes that she personally did try to promote gender equality (Interview 2000). All the other women planners, who were interviewed, agreed that they did not take any initiative to promote gender equality and empowerment.

It seems to have emerged that although women represented one third of the Steering Committee, they made little representation of women's gendered concerns. The main reason for this is the fact that they were requested to join on the basis of their contributions as planners on a particular interest, none being gender issues.

#### **5.3.4 Women in the Development Plan Advisory Group (DPAG)**

This group drew on the representatives of sub-groups, key stakeholders and the NLC to ensure cross-fertilisation and communication of ideas between the community and the planning team (NLC, IDP, 1998:18). At this stage the representatives of the gender sub-group (Roseisha Ishwardutt and Sherbanu Mustapha) were given an opportunity to discuss their concerns with the rest of the community representatives, planning team, the NLC, and stakeholders. These representatives have not been available to assist me with the details of this as they have both have moved to other parts of the country leaving behind no contact number. According to Amanda Williamson (Interview 2000), Roseisha and Sherbanu, both who used to work with the Child and Family Welfare Society, have participated in this communication channel and have capitalised on this experience. However, "despite these efforts, the representation of gender issues and concerns in the final product remains miniscule" (Ms. Amanda Williamson, Interview 2000). In collaboration with this, Mrs. Anita Maharaj, a member of the gender sub-group and social worker at the Verulam Child and Welfare Society, stated that, "in my opinion the reason for this poor representation of gender in the plan is that, gender issues are not viewed as important as others e.g. economic development." (Interview 2000).

#### **5.3.5 The Senior Consultants Advisory Panel (SCAP)**

This panel brought together consultants from various fields, who are experts in their particular field, to look into the IDP process and contribute to enhancing the results. The experts varied from spatial planners and environmentalists to political geographers. At the first meeting of SCAP it was suggested that specialists should be included to represent gender and family issues. Two women were called in to represent and speak with authority on gender, health, and family issues (Minutes of 1<sup>st</sup> SCAP meeting, 1997: 2). However the representative of health and women, Mrs. Jennifer Anne Smit, stated that, "there was not much emphasis on gender and health and it was certainly not

what I expected. I expected the planning process to facilitate women, and health and gender should have been a parallel process to spatial planning and development but it was obvious that there was greater focus on other issues". She continued to say that, "although it was a good attempt to include non-planners, there was little opportunity for our input" (Interview 2000). In terms of the community participation process she suggested that "women should be members of all affinity groups as this was not the case in the NLC. I think that this would be very valuable to women and would make it much easier for them to speak up about their gendered concerns in this way" (Interview 2000).

The representative of gender issues from a socio-legal background, Ms. Asha Ramgobin has not been available for an interview despite numerous attempts to contact her.

Given the role of women in the IDP process, it can be said, in no uncertain terms, that there was a clear and deliberate attempt to include women into the planning process, recognising the value that their contribution would entail. However, what seems to be emerging is that the inclusion and representation of women into the IDP process was not carefully conceived. This is actually reinforced by Amanda Williamson's comment that, "the whole community participation process was designed on foot. We had a general sense of what we wanted do to, so we did not go in completely blind. However, we did make things up as we were going along" (Interview 2000). The representation of women in the IDP process was very weak and limited, which is the result of a number of factors as mentioned in other parts of this dissertation. It is, therefore, the purpose of the following section to interrogate the representation of women and gender issues in the IDP.

## **5.4 GENDER IN THE IDP DOCUMENT**

Given the fact that attempts were made during the IDP process, specifically the community participation, to include the views and concerns of women, it has been expected that the final product be gender-sensitive in a new way compared to previous planning processes. It had been expected by many of the women participants of the gender sub-group that the IDP would have had a more substantial emphasis on gender equity and gender awareness. However, this is not the case. Although the gender sub-group did contribute at all consultative workshops and DPAG meetings, its enthusiasm faded out of the bigger picture. This section shall investigate the reasons for this further.

At the very outset of the community participation process, each sub-group discussed and established key priorities for the development and promotion of their interests. The issues brought up by the gender sub-group, as listed in section 5.2, illustrate the fact that there are a number of issues that women view as priorities in promoting gender equality. However, with regard to the IDP, these issues have not been represented in any way specifically towards the promotion of gender equality. One reason suggested for this was that, "the issues raised by the gender sub-group could easily be taken for broader community issues, therefore, there hasn't been much in terms of gender"(Harold Maistry, Interview 2000). This view could hold some water when issues such as health, education and training are discussed. However, even if an issue is a broad community issue, it must be recognised and understood that these will have specific implications for women as compared to men. One can refer at this point to the discussion in chapter 2 regarding women, gender and urban development. Some of these issues that are viewed as community issues impact on women in a greater way than on men. My argument is that almost every issue conceivable has gendered implications. Therefore it is unfair to say that an issue is a community issue and not a gender issue.

Of all the issues raised by the gender sub-group, they were consolidated into five, around the main themes, which were incorporated into the broader key issues for all the sub-groups. These were:

- "Establishing a broad programme of empowerment for women.
  - Increasing women's involvement in civic activities.
  - Creating an appreciation of the important role of the home and family in the context of development.
  - Providing a system to encourage social support networks for women.
  - Provide for the special needs of highly vulnerable groups : children, the disabled, the elderly, orphans, street children, the unemployed, women"
- (Minutes of first consultative workshop, 1997).

However, despite the fact that these issues encompass the themes of the key issues identified by the gender sub-group, they have not been taken further with regards to the final plan. The IDP, in its section on gender equity, only mentions a very miniscule amount about gender. This is located as part of the Human Resource Development Strategy and states that one of the elements of attaining this must be to "facilitate gender empowerment" and "ensure special needs of the most vulnerable (elderly, disabled, women, children and the poor) are met" (NLC's IDP, 1998: 34). The facilitation of gender empowerment has then been translated into the Human Resources Development Programme and states that: one of the elements that the programme should contain is the promotion of gender equality. In order for this to be achieved the following should be undertaken:

- " - incorporate gender within the NLC's affirmative action policy
- collect and analyse data on gender issues
- promote economic empowerment for women in the NLC" (NLC's IDP, 1998: Annexure A: 28).

The plan falls short in taking this further to say exactly how economic empowerment for women should be promoted, and of what purpose is the

collation and analysis of data on gender issues i.e. what is this data to be used for. In terms of taking the social safety net element further, the IDP does not offer anything. Also important to note is the fact that women, although constituting more than half of the population, becomes categorised with the disabled and the elderly. It fails to recognise the fact that these groups may share some similarities, they are different to other groups or categorisations.

With regards to the vision of the NLC, it was stated that the central themes from the various visions that the sub-groups had formulated were incorporated to form a vision as agreed by the sub-groups to be “short, simple and understandable” (Siyakhana Consortium, Vision Building Exercise, 1997:1). The methodology for the vision-building went on to mention that "all of these components can be further unpacked, for example, 'redressing the historical imbalances' could be interpreted to mean facilitating the provision of housing, services, etc. to those people who have been historically disadvantaged" including women. The point here is that a number of fundamental issues remain implicit with regards to the vision.

The direct reference to women and gender issues seems to have vanished on completion of the community participation process. Even with regards to the NLC's principles and priorities, there has been no explicit reference made to its commitment to gender equity. The only aspects, which directly address gender issues is the Human Resources Development Strategy and Programme.

Amanda Williamson, who wrote up most of the IDP, stated in her interview that:

"the gender issues, although not deliberately mainstreamed into the plan, can be drawn out from the IDP if it is considered and read from a gender perspective and with generous interpretation. There is nothing specific or direct that can be interpreted either, because gender was subsumed into larger issues and started losing it's particularity." (Interview 2000).



Many of the interviewees corroborate with this perspective. It seems to be emerging that although gender issues were not deliberately mainstreamed into the plan, it does, in fact, emerge when this IDP is viewed through gender-sensitive lenses. This can be seen, for example, within an extract of the Job Creation Programme (NLC's IDP, 1998: Annexure A: 18), which should contain the following elements:

- **“identify opportunities for job creation within implementation of the IDP**
  - link housing delivery to skills training programmes and job creation, through labour-intensive techniques as well as small sub-contractor involvement
  - housing delivery to create employment opportunities for NLC residents
  - promote environmentally efficient waste recycling and link it to job creation
- **Promote the use of local labour and skills in major projects and other development initiatives**
  - ensure that the private sector maximises the potential of new developments by combining major projects with opportunities for job creation, on-the-job formal training, as well as capacity building within the NLC staff
  - give preference to local people with appropriate professional and technical skills
  - create sustainable and productive job opportunities for local communities
- **ensure economic activity is easily accessed by residents within the NLC**
  - ensure housing is located along major connector roads and public transport routes in order to facilitate easy access to economic opportunities

- locate labour-intensive industries near urban centres and low-income settlements
- **facilitate education and training**
  - increase opportunities for self-empowerment and self-advancement through education and training”

With regards to the first point on identifying job opportunities for job creation, the gender implication comes in terms of the affirmative action policy, which women are a part of. They therefore, have a good chance of being employed through the Local Economic Development initiatives.

The second element on promotion of the use of local labour and skills in projects and development initiatives also affects women positively based on the affirmative action policy that they are a part of. The provision of training that the gender sub-group has identified as a key issue is to be provided within this element.

With regards to the third element, the issue of ease of access to transport and place of employment is an important one since many women rely on public transport or cannot afford to travel. By locating work near urban centres, and low-income settlements women will be able to perform their roles with a lot more ease and less cost implications.

The fourth element tackles the issue of education and training, which is viewed as a key issue by women. This assists in women empowerment and to a degree, in leveling the playing fields.

From this very short extract it is seen that the plan does have many implications for women when read with a gendered perspective. This can in fact be applied to the entire IDP and similar results will be found. However, it must be recognised that this is only possible if the interpretation attributed to the

plan is very generous. This is further substantiated by Williamson (Interview 2000) who stated that, there is nothing specific about gender in the plan and gendered implications can only be seen through very generous interpretation.

## **5.5 THE IDP AND ITS BENEFITS TO WOMEN**

Given the fact that the aspect of gender was not directly included in the plan as well as many of the gender sub-group members would have liked, it would be an even greater injustice, if women in the NLC did not benefit at all from this process. Whether or not women in this community have been able to walk off at the end of the community participation process with some sort of difference to their lives is of concern in this section.

It has been noted from the findings above that women have contributed to the IDP through the three consultative workshops, the gender sub-group and the DPAG meetings. However, due to the reasons given above, the issues and concerns of women were not explicitly covered in the plan, nor were the gender issues mainstreamed into the IDP.

Given this fact, a number of the interviewees were questioned as to whether or not that they believed that they and the women in the NLC have benefited from the process in any way. The response has been mixed with both positive and negative views, however, the astounding fact is that the positive outweighs the negative. Only two interviewees out of six said that they believed that:

“the process took up a lot of time and energy and I, therefore, expected more programmes and so forth to be more inclusive of gender issues (Mrs. P.D. Naidoo, Interview 2000). Mrs. K. Nundlall of the Tongaat South Women’s Circle (Interview 2000) was also negative as she feels that, “our contribution was a once-off thing. Since the end of the IDP we have had nothing to do with the council. There is no opportunity for us as women to contribute further. I really expected changes for us in this

community but it has taken three years and still nothing has changed. It is only recently that the council has launched the Gender Working Group but that is the only significant initiative that I know of”.

Contrary to the above, however, is the fact that:

“although the plan could have done more with gender issues, the constraints must also be recognised. In my opinion, the most important one is the structure of civil society i.e. it is male dominated and women’s organisations are not very strong nor do they have links between them. There are also time constraints affecting women. Bearing this in mind, one can understand why women’s participation was not as highly driven as one might have liked, hence they were not well reflected in the plan. However, this was the first time that women were actually given a chance to participate and share their ideas. In light of this, I believe that women who have participated have benefited from a new experience that serves to empower women ... making them believe and understand that they have an extremely valuable contribution to make in society and that council definitely supports their contribution” (Harold Maistry, Interview 2000).

All members, who have been spoken to about how beneficial the process has been have alluded to the fact that the IDP was the first time that they as women have been given the opportunity to contribute, to a decision-making process. Mrs. Rani Govender of the Tongaat Gender Forum (member of the gender sub-group) has stated that:

“This process has put gender on the agenda. It has created an awareness around gender, which is the first step to attaining gender equality in a society that has not only had women suppressed in terms of their gender but also in terms of race. Gender equality cannot come overnight so we must be patient and take it through stages” (Interview 2000).

Mr. Harold Maistry and one of the woman officials have both referred to, in their interviews, the NLC’s affirmative action policy, which includes women.

This gives women a better chance at employment opportunities within the NLC area and thereby assists in the upliftment of women and is also a contribution to women empowerment and gender equality. Harold Maistry suggested that this policy “allows women to have a somewhat better life” (Interview 2000).

Councillor Logie Naidoo, who is also the Chief Executive Officer of the NLC, in his interview (2000) referred to the benefits to women that has arisen out of the IDP either directly or indirectly. He made reference to specific projects that are currently underway in the NLC and have women at its heart. These are:

- Urban Agriculture Techniques, which are taught to women in the farm areas. These techniques can be applied to subsistence farming, the produce of which can be sold at one of the local markets and so forth.
- Flower arranging lessons, which can be used as a profession.
- The Gender Working Group (GWG), which constitutes both officials and councillors to promote gender equality in the NLC area. They have thus far undertaken 2 projects:
  - ❖ Last year it brought together over 20 women’s groups in the NLC in a programme to display their talents at the Trenance Park Library in Verulam in “an effort to create an awareness around women and the value to society” (Logie Naidoo, Interview 2000).
  - ❖ In July 2000, they held a Cup for Cansa evening to formally launch the GWG and it drew on informative issues relating to gender, including women’s rights and the law, AIDS and Women, and Breast Cancer. However, it must be acknowledged that these are not mainstream local government issues.

Logie Naidoo’s views have been supported by Mrs. Lindiwe Nxumalo (Interview 2000) in that more women have been employed in the housing projects and mud-brick making in Waterloo in the NLC. This serves to assist women with an opportunity to improve their lives and the lives of their families.

Mrs. Anita Maharaj (Interview 2000) says that she has also viewed a great amount of change in women in her line of work at the Verulam Child and Family Welfare. She continued to state that:

“Although we still do see cases of rape, abuse, domestic violence etc. it is quite surprising how much bolder women are becoming. They are willing to take a stance now. This is probably due to them being more aware of their legal and constitutional rights. This is not the sole result of the IDP in any way. In general I think that the IDP has assisted the women involved in the process to be empowered in a way that has allowed them the opportunity to help other women rise above some of their problems. Being apart of a decision-making process does a tremendous amount for one’s self esteem, and I think that the Indian women in this council area who have been involved in the IDP have definitely gained a boost in their self esteem. So, yes I do believe that the women in our community have benefited” (Interview 2000).

Miss B. Moonsamy (KwaZulu-Natal Homecraft Circle, Interview 2000) mentioned that of the women who would benefit the most, it would be the Indian women because they were the most active during the community participation process. She proceeded to say that the White women did not attend the meetings, neither did the women from the informal settlements. Therefore their concerns were not represented and reflected in the plan at all. The only representative of Black women was from a formal area, however she did not wish to be interviewed for this dissertation because she has stated that she cannot recall much about the IDP process as it has occurred very long ago (three years). Although this is useful, it would have been better to get an insight to the dynamics, needs and key issues of concern in the lives of the women from the informal settlements.

From the analysis provided above, we can begin to see that due to the diversity of women and their needs depending on their position in life, benefit is viewed in different terms. Some relate it to employment creation while others may be happy with being given the opportunity to be heard.


## **5.6 CONCLUSION**

This chapter has served to provide an analysis of the findings of this research regarding the role and participation of women in the IDP in the NLC area. What seems to have emerged is that although women were included into the community participation process for the IDP, their participation was not as highly driven as one would have expected it to be. Stemming from this weak representation of women on both an internal and external level, the translation of women's gendered needs and concerns into the IDP was not substantial. The IDP renders little time and thought to the issues of gender and it is the lack of direct reference to women and gender that has been the cause of disappointment and despondency on the part of some women participants. Others, however, have reflected the sentiment that, "being given the opportunity to participate in a process of this nature and being taken seriously has proven to be a big step in not only attaining empowerment, but also in taking the country's democracy to new and exciting levels" (Mrs. Rani Govender, Interview 2000). It is also of concern that the women of council, the officials and the IDP team have not been representative of gender in any substantial way. There is, therefore a need for more awareness to be created that women in these integral positions in development processes should see themselves as advocates of gender issues so as not to merely represent women quantitatively but rather qualitatively.

## CHAPTER 6

### CONCLUSION

#### 6.1. RESPONDING TO THE HYPOTHESIS

The hypothesis, which has formed the axis for this research has stated that **the views of women have been marginalised in the IDP process and have been inadequately incorporated into the final plan for the NLC.** In order for this to be proven, the hypothesis needs to be unpacked and assessed in terms of the findings related in previous chapters. 

##### 6.1.1. Incorporation of women into the process

Throughout the community participation process, women have been included. They had been present in almost every sub-group save a few. They have had the greatest opportunity to represent their gender needs and concerns as part of the Gender sub-group, which was formed at the very first Consultative Workshop. Their contribution, although limited and weak, served to reflect what they saw as the key gender issues in the NLC. They also were a part of the visioning process, which gives one a sense of ownership of the process and outcome. The involvement of women into the process, was deemed necessary by all participants and the consortium. It was established at the very outset that women have a very valuable and special contribution to make to this process. However, the manner in which the consultants did this was poorly conceived. It did not give women across interests a full chance to participate in bringing up gender issues and concerns. By setting up an affinity group for gender, created an enclave for the gender advocates and kept others out. Therefore, there was little cross-communication of ideas between the gender group and the other interest groups.



### **6.1.2. Representation of women in the IDP process**

The representation of women into the IDP process has been looked at on two levels viz. an internal and an external level. With regards to the internal level of representation of women's gendered issues, it has been established that there was very poor representation. The women involved on this level were, either afraid of being ridiculed for bringing up what is considered "women's issues" by their male colleagues, or they did not think of themselves as representatives of gender but a representative of the particular issue that they were responsible for. For example, Theresa Dominik (Interview 2000) stated that she was there as a spatial planner from the Durban Metropolitan Council and did not see herself as a gender advocate.

On the external level, the representation of women was undertaken by a very small group of eight women. According to the various interviews that were conducted with members of the various sub-groups and with some consortium members, the women from other groups, except the welfare group, did not represent or make mention of gender issues within their specific concerns, despite the fact that there are gender implications in all realms of life. As suggested by Amanda Williamson (Interview 2000), of these eight women, some were not vocal about their concerns whereas others were very active. Amanda continued to say in her interview (2000) that "after a while the interest and enthusiasm about the process started to fade out and this inevitably affected the gender sub-group too". This resulted in an even weaker representation of women. Amanda (Interview 2000) has stated that the two gender representatives that attended the DPAG meetings were extremely active and vocal but unfortunately the full impact of a concept such as gender cannot be felt by the efforts of two or three people.

Representation of women was extremely limited in the process. One reason for this is the problem that exists with the way in which women came to be represented i.e. the reliance on organised groups. This was due to the fact that

the NLC did not have an extensive database of the stakeholders and organisations in the area. Only the few that were on their record were invited to attend (See Appendix 3). This meant that other groups that were in existence were left out of the process. The community participation structure also merely grouped these women's groups/organisations together to represent women. Most of the women's groups in the NLC did not have gender specific issues on their agenda. They had little idea about the kinds of issues that were facing women throughout the NLC.

### **6.1.3. Incorporation of women's issues into the final plan**

With reference to the Situational Analysis, it is important to note that there was no gendered analysis undertaken. The furthest that gender was looked into within the Situational Analysis can be located in the demographic profile of the NLC. This pays no respect to the approach offered by Moser (1993) and Levy (1996) of incorporating a gendered analysis throughout the planning process. Including a gender diagnosis at this stage would have made the rest of the process less complicated and difficult because the gender issues would have already emerged. The community participation process could then have build on and gained a deeper insight to these issues.

Considering the fact that the participation of women was not as substantial as expected by the consortium when this sub-group was conceived, it is no surprise that the views that were put forward seems to have faded out with time and in the final plan. Amanda Williamson said that, "the saddest part about this is the fact that the richness got lost somewhere along the line" (Interview 2000). Ms. Williamson has suggested further that, "the issues and concerns around gender got swallowed up by the broader process and the bigger issues" (Interview 2000).

It has also been mentioned that at the time that the plan was being written up, the Consortium was undergoing internal problems and was facing closure. This

left the finalising of the plan in the hands of one person hence a number of issues, not only gender were left out. The other issue regarding why some information from certain sub-groups may not have been reflected is due to the fact that many of the sub-group convenors did not make notes of the discussions and issues that arose. At the end of the meeting they would try to put some of the emerging issues on paper, which resulted in a lot of the essence of the meetings being lost (Williamson, Interview 2000).

The alternate argument to the lack of a direct reflection and illustration of a gendered perspective to the proposed developments is that the gender issues have been mainstreamed. It has been mentioned in the previous chapter that, if the plan is read with gendered lenses and with loose interpretation of the content, the gender implications can be extracted. However, Amanda Williamson (Interview 2000) has stated that gender was not mainstreamed into the plan and any implications that show that this was the case is only possible through very generous interpretation.

On the hypothesis for this dissertation, it can be argued that the role and participation of women were not marginalised because they have been included at all levels and in all the IDP structures that have been put in place. They have also been a part of the Community Participation process in most sub-groups and especially as part of the gender sub-group. However, despite the Consortium's efforts to include women into the IDP process, the participation and representation of the women were very weak and not strongly and passionately driven by all the members. The efforts of some of the women were in fact minimised and not well acknowledged due to the lack of a unified and strong stance by the sub-group. Due to these factors and the situation of the Consortium at the time, the plan was not completed as well as it could have been, and as a result the views of women were not incorporated into the plan adequately.

## 6.2 RECOMMENDATIONS

It has been suggested that, “the concept of gender is an extremely difficult one to include into the IDP because it is a very abstract issue. It is very different to spatial issues that can be seen on plans” (Mrs. Theresa Subban, Interview 2000). It is therefore, the purpose of this section to provide a way of planning for gender in IDPs that is in line with other development issues.

A question can be asked on what does it mean to incorporate gender? Gender and the advocates of gender issues must not be included into processes such as the IDP for the sake of quantitative representation. Although there is a need to include women because of democracy reasons, there must be a genuine commitment to promoting gender equality within these processes. How gender is incorporated is also crucial to the success of promoting gender equality. We have seen the problems with the way Siyakhana has done this. By separating women into one group, and expecting them to cover all the gender issues in the NLC has resulted in gender being inadequately incorporated and reflected in the plan.

Recommended here is the idea that, gender should be thought about and discussed by all participants in the community participation process, irrespective of which affinity group they may belong to. There must be a reasonable number of women within each group to support and lend courage to one another. In this way gender issues and concerns will be looked at in a holistic way i.e. in every sector. There should not be a separate group for gender because this in effect segregates gender issues from the others, despite the links through all. By putting gender on the agenda in each affinity group, the topic becomes freely and comfortably discussed. Women, in particular, find making their contribution and participating as women on gender and other issues a lot easier. People in the community and the planners involved become more acutely aware of the gendered nature of society. Developing strategies

from this becomes less complicated as the issues are commonly known and can be thoroughly discussed. This will be true collaborative planning for women and gender.

Most often community participation processes are dominated by men. Having put in place gender issues within each affinity group, it might become difficult to identify the gender and women's voices. The fact that women cannot be categorised as a homogeneous group due to the diversity and difference between women serves to further exacerbate the problem. I believe that despite what women are speaking about during these participative processes, they must be listened to very intently. They may speak of issues that do not seem, at face value, to be gender issues but may in fact be exactly that. By having women in the different affinity groups, by their choice, illustrates that women have diverse interests. They should be listened to in each group, as they will undoubtedly bring up the gendered issues of concern. The women councillors, officials and IDP structure members must also be encouraged to think about gender issues and discuss these at the community participation meetings. They must consider themselves as the advocates of gender. They will assist the women in the community to be bolder about their beliefs. The men involved at every level of the IDP process should also be prompted to engage themselves in gender issues to make women feel more comfortable and to enhance their understanding on gender and development and its implications on women.

As noted in the theoretical framework for this dissertation, the relationship between planning, development and gender is a dialectical one. Also development impacts directly on women and men in different ways. Parnell and Pieterse (1999: 77) offer an example of a gender audit, which I believe, is an extremely positive way of promoting gender in the realm of planning. It looks at different urban sectors such as urban development, housing, and social services and identifies the gender issues regarding each of the urban sectors. It then offers ways of measuring gender inequality (qualitative and quantitative)

and finally offers measures for improving gender equity. I believe that in the context of community participation processes, this type of an audit should be undertaken by using the community, especially the women themselves to identify the issues etc.

In terms of the IDP's process as was followed with the NLC, I believe that from the Situational Analysis stage, the consultants must start to pick out the gender issues. This will serve to sensitise the readers to the gender implications of development, which will make the discussions around gender in the community participation process a lot easier.

Women must also be encouraged to be a part of all affinity groups if this approach is taken to the community participation process. These women should be encouraged to bring up the gender issues within the group that they are a part of. This does not mean that men should be excluded from this either, since gender refers to the relations between women and men.

The consultants together with all participants in the consultative process must decide and reach consensus as to whether they are going to represent gender issues as a specific category and be direct in its reference to gender issues and implications, or whether they are going to offer a mainstreamed account of gender. If the former is adopted, the plan will have to be explicit about its strategies and how they affect gender. If the latter is to be the case, then the write up of the plan will endure greater criticism and scrutiny as gender will have to be incorporated throughout the plan and the implicit gender issues must be able to be read.

Despite the attempts to institutionalise gender into policies and planning, I believe that in South Africa at this point we still need to make direct reference to gender in order to satisfy the minds of many who do not understand the new concepts of gender mainstreaming. By being direct we can let the broader

community know of the commitment to gender equality, and with time this can become mainstreamed. In addition, we must also recognise that planners are more often than not unaware of the gender planning issues. They need to learn to identify these issues, hence the importance of the direct approach. When planners have learnt about the dynamics of gender, they too can start to mainstream gender into planning without having to ponder much about the basic issue that planners today are confronted with e.g. what is gender? and what are possible gender issues?

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APPENDIX 1

INTERVIEWEE DATA

The following people have been interviewed for this dissertation. The information presented below, include which organisation or committee they represented and the role that they played in the Integrated Development Plan (IDP) in the North Local Council (NLC) in KwaZulu-Natal.

1. **Mr. Harold Maistry** – is from the community services department at the NLC and a member of the welfare sub-group. His role in the IDP was that of the community liason officer and to co-ordinate the process.
2. **Ms. Helene Epstein** – is a planner at the NLC and has been responsible for the provision of planning input and to assist with the integration of the various elements. She was also a member of the IDPs Steering Committee. She is currently a member of the Gender Working Group.
3. **Ms. Amanda Williamson** – was a planning consultant with the Siyakhana Consortium and was involved mainly in the community participation and was responsible for the facilitation of the sub-groups, workshops, report writing and co-ordination of the process. Her specific sub-group for facilitation was the gender sub-group. She was also responsible for the finalising the document.
4. **Councillor Michelle Michael** – is a councillor for the NLC and as one of the two women councillors it was viewed as imperative to gain insight to her contribution to the IDP. She is currently a part of the Gender Working Group.
5. **Mrs. Theresa Subban** – was a planner at and a representative of the NLC at the time of the IDP. She was also a member of the IDPs Steering Committee.
6. **Ms. Teresa Dominik** – was part of the IDP Steering Committee, representing the Durban Metro Council. She was involved mainly with spatial development. Being a woman on the Steering Committee and involved in the process, it was deemed useful to understand her views on the representation of gender issues by a planner like herself.
7. **Mrs. Lindiwe Nxumalo** – is an official at the NLC and served as a representative of a development committee from one of the communities

in the NLC. She is also a gender activist and is a part of the Gender Working Group.

8. **Deputy Mayor (and Councillor) Alimar R. Cooper** – was a representative of the NLC and member of the welfare and family sub-group. She is also a member of the Gender Working Group.
9. **Mrs. Jennifer Anne Smit** – was a part of the Senior Consultants Advisory Panel to represent women and health issues.
10. **Councillor Logie Naidoo** – is the Chief Executive Officer of the NLC and served as a representative of the NLC and also wanted to ensure that there was political representation within the process. He was also a member of the IDPs Steering Committee.
11. **Mrs. Premi D. Naidoo** – is from the Tongaat Women's Friendly Club and served to represent this organisation in the community participation process of the IDP as part of the gender sub-group.
12. **Mrs. Rani Govender** – is a member of the Tongaat Gender Forum and was a member of the Gender sub-group.
13. **Mrs. Krishni Nundlall** – is the chairlady of the Tongaat South Women's Circle and a member of the gender sub-group.
14. **Mrs. Anita Maharaj** – works with the Verulam branch of the Child and Family welfare and was a member of the gender sub-group.
15. **Miss B. Moonsamy** – represented the KwaZulu-Natal Homecraft Circle in the gender sub-group.
16. **Ms. Carol Cremer** – is from the Umhlanga Women's Achievers. Since none of the Women's Groups from Umhlanga attended the community participation process, she was interviewed to get a sense as to why this was the case.
17. **Miss P. Naidoo** – represented the swimming club in the Sports sub-group. She was interviewed to establish whether or not there was any representation of gender issues from women in other groups.
18. **Mr. Fazel Yusef Saib** – represented the Tongaat Muslim Society at the community participation process and was a member of the Religion sub-group. He was interviewed to establish whether there were any women in

this sub-group and whether there was any gender representation in this sub-group.

Telephonic discussions were held with a number of members of other sub-groups to establish whether gender issues were ever discussed in their sub-group. The people spoken to include:

1. **Mr. G. Pungan** – from the sub-group for the aged represented the Verulam Retired Teachers Association.
2. **Mr. Vish Suparsad** – from the SA Sugar Association was a member of the Business sub-group.
3. **Mr. Siva Naidoo** – represented the Tongaat Civic Association and the Tongaat Development Forum as part of the Development Committees and Civic Associations sub-group.
4. **Rev S. Soobramoney** – represented the Tongaat Community Policing Forum in the police forums sub-group.
5. **Mrs. V Moodley** – is a teacher at Buffelsdale Secondary School and was a member of the education sub-group.
6. **Monty Naidoo** – represented the SAMWU union in the unions sub-group.

APPENDIX 2

NORTH LOCAL COUNCIL'S TERMS OF  
REFERENCE FOR THE IDP

# **NORTH LOCAL COUNCIL: TERMS OF REFERENCE FOR AN INTEGRATED DEVELOPMENT PLAN**

## **1. PURPOSE**

The purpose of this document is to set out the terms of reference on which consultants should base their project proposal for the preparation of the Integrated Development Plan for the North Local Council area. Project proposals should clearly state the approach to be adopted, the proposed methodology, time frame, programme and associated budget and the proposed project team members.

## **2. BACKGROUND**

- (a) A Provincial Inter-Departmental Task Team was established to facilitate the identification of urban based projects to be financed from the Reconstruction and Development Programme (RDP) Urban Renewal Programme (KwaZulu-Natal Disaster Fund). The aims of the Urban Renewal Programme are to:
  - (i) Implement an urban-based kick start to the RDP in KwaZulu-Natal specifically focussing on those areas most in need as defined per the criteria set by the National Urban Development Task Team (UDTT), and
  - (ii) Build capacity in affected communities with a view to establishing a development environment appropriately receptive to further investment.
- (b) The criteria defined by the UDTT to identify these projects, are:
  - (i) violence torn communities
  - (ii) disaster areas
  - (iii) areas with inadequate infrastructure
  - (iv) potential health risk areas

In terms of these criteria, and the Primary Business Plan approved in October 1996, the North Local Council was allocated a grant of R500 000. 00 to prepare an Integrated Development Plan for the North Local Council.

- (c) The primary objectives of an Integrated Development Plan are as follows:
- (i) To assist TLC's in obtaining access to development funding;
  - (ii) To assist line function departments within the Council in re-prioritising their budgets to promote urban renewal;
  - (iii) To build capacity of institutions and community organisations at the local level.

### **(3) KEY PRINCIPLES OF AN INTEGRATED DEVELOPMENT PLAN**

When preparing an Integrated Development Plan the following broad principles should be borne in mind:

- The Integrated Development Plan must take into account the unique needs of the TLC's within the North Local Council
- The Integrated Development Plan is the documented product of an inclusive participative process that provides an holistic policy framework for the identification, prioritisation and implementation of development projects that id mindful of existing policies and plans and the underlying principles of the Urban Renewal Programme
- The Integrated Development Plan should combine the principles of a Structure Plan and Development Plan into an implementation oriented document which provides details of the required programming and budgeting of identified projects as well as identifying the potential funding sources
- The Integrated Development Plan aims at developing key strategic actions and lead projects and thus acts as a catalyst to guide investment and promote development. It focuses on both spatial and sectoral integration with clear cut systems established for



integrating these sectors and re-prioritising budgets to ensure the implementation of the plan.

- The Integrated Development Plan should indicate Key Performance Indicators by which the implementation of its identified lead projects can be monitored.

#### **(4) STUDY AREA**

The study area is the area under the jurisdiction of the North Local Council but the influences of the surrounding area should be taken into account.

#### **(5) SCOPE OF BRIEF**

(a) In the preparation of the Integrated Development Plan, the following key elements should be addressed:

- The role of the North Local Council (within a Regional and Metropolitan Context)
- The challenges and development pressures facing the North Local Council
- The needs and priorities of the North Local Council and the likely beneficiaries
- The opportunities and constraints (as well as trade offs)
- On the basis of the above, the development of a shared vision for the North Local Council (based on a wide consultation process )and,
- Proposed strategic actions which will redress historical inequalities, build capacity and unlock essential resources

(b) Whilst addressing the above, particular attention must be given to the following aspects:

- Identify the characteristics, both natural and man-made, contributing to the sense of place, and the different identities of the Northern Local Council and develop policies to enhance and protect these

- Identify places and elements of historic and cultural significance and suggest design policies to protect and celebrate these
- Investigate which parts of the area should play a larger metropolitan role and explore how this could best be achieved.
- The development concept should seek to maximise convenience for all its inhabitants: explore the possible future of different modes of transportation; determine the distribution of major land uses; and establish a programme and distributional policy for community facilities
- Identify opportunities for lower income housing, bearing in mind the need to integrate these to ensure access to work and community facilities – as far as possible on foot – or by means of public transport
- Investigate the connectivity of elements (local and metropolitan scale), through viable mass public transport routes and, the relationship of these with high density housing and areas of economic activity
- Identify town centres and business activity areas, both existing and new, whose development will encourage the development of SMME's and lead towards spatial integration
- Review policies relating to sub-division and densification to achieve a cost effective and optimal use of land and resources.
- Guided by a Strategic Environment Assessment for the North Local Council, explore the type of industrial development that would be appropriate for this area
- Investigate the accommodation of a viable small-scale agricultural sector within the North Local Council

- Identify the extent to which the riverine systems and coastal zone can accommodate the development pressures in the North Local Council
- Identify lead sectors / projects which will act as a catalyst towards the local economic development of the North Local Council
- Determine the principles and performance requirements to inform the review of existing by-laws and town planning regulations
- Match policies and strategies with available resources

## **(6) APPROACH**

Although it is not the intention to be prescriptive with regard to the approach to be adopted, it should be consistent with the following principles:

### **(a) Community Participation**

The aim of the community participation is to include people in the development process and to build consensus around a product which then becomes implementable. The requirements for community participation are:

- (i) The process should be open and inclusive
- (ii) As far as possible, the playing field must be levelled so that all people have the opportunity to make a contribution to the process. Consequently capacity building is a major part of the exercise
- (iii) People's needs, perceptions and requirements must be acknowledged and there must be a real attempt to plan accordingly, and
- (iv) There must be a concerted effort to develop an understanding of the needs, requirements and concerns of the different groups. The process should therefore be developmental rather than political

- (v) Capacity building should include processes to empower the community to influence and drive development in their area.

**(b) Optimise existing structures and local resources**

It is crucial that, wherever possible the development process builds on what exists. Community Structures and processes that work well should be utilised and duplication must be avoided. Local structures often only need institutional support to operate effectively. Similarly, existing information must be used wherever possible.

**(c) Integration**

The plan must indicate both spatial and sectoral integration, particularly how it relates to the co-ordination of service providers within the plan area, in order to assist line function departments with the re-prioritisation of their budgets.

**(7) METHODOLOGY**

The consultant must provide a clear indication of the methodology proposed with respect to, inter alia, the following:

- (i) The consultation process
- (ii) Capacity building
- (iii) The proposed institutional arrangements required to steer and manage this process and role of the various stakeholders in relations to this
- (iv) Given that the Integrated Development Plan will be used as a tool to motivated access funds, the Integrated Development Plan must be linked to a budget and institutional / organisational processes. The proposed budgetary programme must guide the allocation and use of fiscal resources on the basis of greatest need.

**(8) END PRODUCT**

It is anticipated that the consultant will provide a written report indicating the concept to be applied along with a spatial framework and the proposed budgetary and institutional framework for implementing the proposals.

**(9) TIME FRAME**

It is envisaged that the projects will take 9 months to complete. The consultant is to indicate, in accordance with the primary business plan, the intended time frame for each component of the project and the envisaged milestones.

**(10) ACCOUNTABILITY**

The consultant is accountable to the Chief Executive Officer of the North Local Council and will work under the direction of the Project Management Committee which comprise the following: the project co-ordinator and representatives of the Council (local and metro), Province, Standing Committee, NGO's and other interested parties.

**(11) BUDGET**

The Consultant is to prepare a detailed budget for each project component.

## NORTH LOCAL COUNCIL EXTERNAL STAKEHOLDER DATABASE

ORGANISATION	CONTACT PERSON
<b>Aged</b>	
ASCOT	Mr. C.A. Padayachee
TWILANGA Old Age Home	Mr. Oehley
Association for Retired Persons and Pensioners	Mr. T Stiebel
Day Care Centre Co-ordinating Committee	S. G. V. Subban
Verulam Retired Teachers Association	G. Pungan
<b>Chamber of Commerce/ Business Industry</b>	
Verulam Chamber of Commerce	S.G.V. Subban
Tongaat Chamber of Commerce	Guru Redhi
Umhlanga Chamber of Commerce	K. Versveld
Inyanda Chamber of Commerce	N. Magubane
Tongaat Hulett Group	Neels Brink
Moreland Properties	G. Hibbert
Hambanathi Traders Association	C. Mkhabela
Afri-Sun	Rob Bolton
Southern Sun	Julia Unger
SA Sugar Association	Vish Supersad
<b>Civic Associations/ Development Committees</b>	
Verulam Combined Civic	Mark Moonsamy
Trenance Park Civic Phase 1	S.V. Naidoo
Mountview Civic	L. Lazarus

Verulam Civic	D. Rungasamy
Lotusville Civic	V.S. Moodley
Riverview Civic	L. Perumal
Temple Valley Civic	Dr. G. Kisten
Brindhaven Civic	A. Perumal
Northern Allied Ratepayers Association	R. Siedle
Unhlanga Civic Association	B. Vogus
La Lucia Residents Association	Mr. K. Kitching
Mount Edgecombe Residents Association	Mr. Jose de Almeida
Umdloti Ratepayers Association	Mr. R. Cuniffe
Hambanathi Civic Association	Mr. H. L. Halatswayo
La Mercy Ratepayers Association	Mr. D. Panday
Belverdere Civic Association	Mr. Guru Ramcaaran
Sandfields Civic Association	Mr. Boycee Naidoo
Vanrova Civic Association	Mr. Binay Maharaj
Tongaat Civic Association	Mr. Siva Naidoo
Ottawa Civic Association	Amod Dhai
Metcalfe Civic Association	Mr. Dan Armugam
Myvin Civic Association	L. Lazrus
Seatides Ratepayers and Civic Association	
Sunningdale Home Owner's Association	J. F. Le Roux
Hambanathi Development Committee	Lindiwe Nxumalo
Tongaat Development Forum	Mr. Siva Naidoo

Waterloo Development Committee	Cllr L. Walters
Greylands Development Committee	Cllr. M.M. Ntuli
Gwala's Farm Development Committee	Cllr. S. J. Gumede
Umbhayi Development Committee	Cllr. S. J. Gumede
Redcliffe Development Committee	Derrick Shaabalala
Buffelsdraai Development Committee	L. B. Thobela
Zwelitsha Development Committee	Cllr. S. J. Gumede
<b>Environmental</b>	
Wildlife and Environmental Society of SA	Mr. Keith Cooper
Wildlife and Environmental Society of SA – Tongaat Branch	Mr. Teddy Perumal
Umhlanga Environment	Mr. Selva Mudaly
The Garden Club	
Natal Parks Board – North Coast	Lionel van Schoor
Umhlanga Conservancy	Mr. Bill Duthie
<b>Police Forums</b>	
Tongaat Community Policing Forum	Rev. S. Soobramoney
Umhlanga Policing Forum	Mr. Jim Malcolm
Forest Ridge Neighbourhood Watch	Mr. Ken Parsons
Verulam Police Forum	Mr. Govinden
<b>Religious Organisations</b>	
Shri Shivlayam	G.K. Moodley
Sivan Sabhay	S. Kisten
Vedanta Society of Verulam	Brother Haridas
Verulam Cultural Group	A. Athimoolam



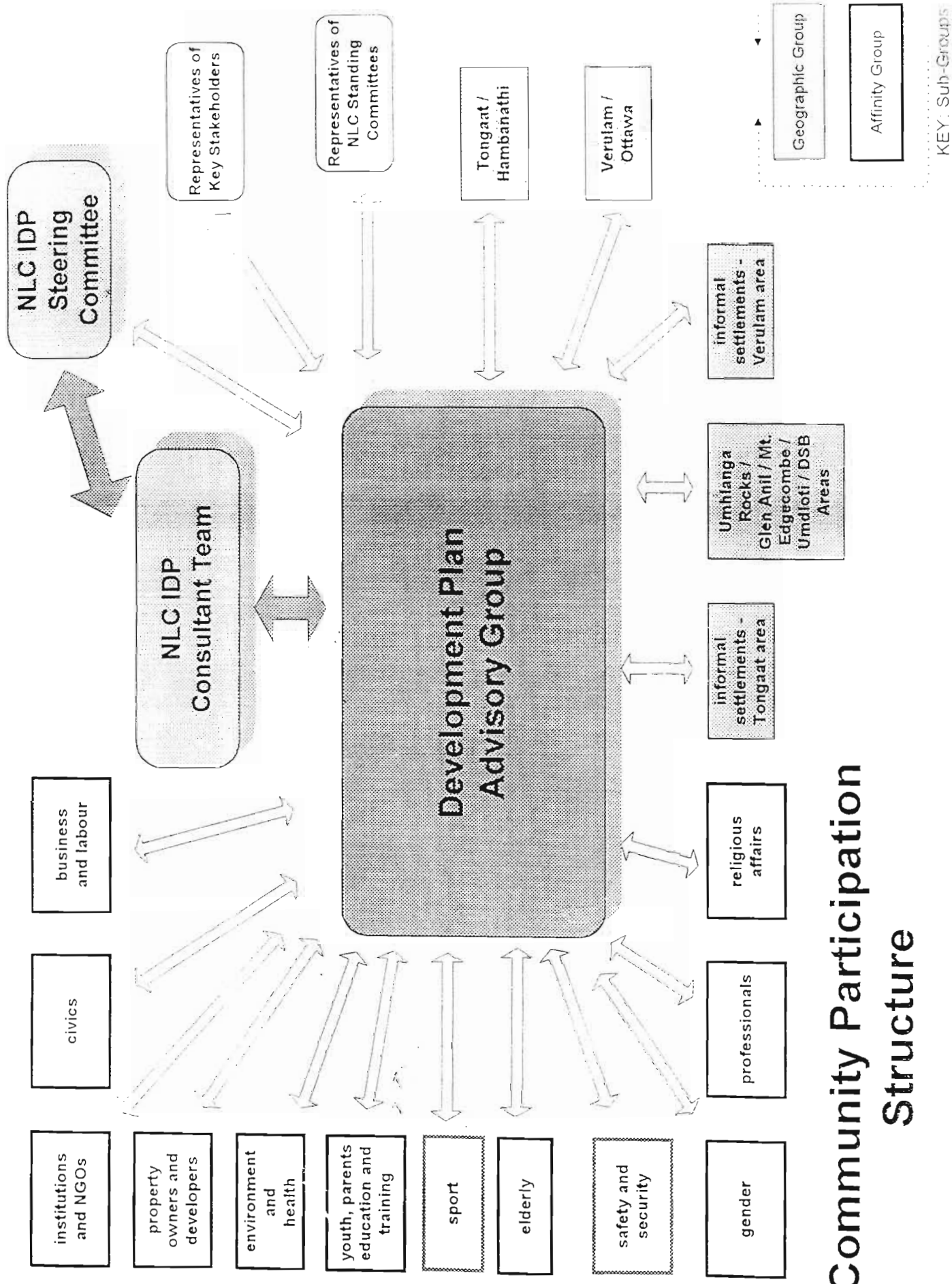
AFM	Pastor A Govender
Tongaat Hindu Forum	Mr. A Kassie
Tongaat Ministers Fraternal	Rev. S. Soobramoney
Tongaat Sai Service	Mr. Roy Narain
Tongaat Muslim Society	Fazel Yusuf Saib
Buffelsdale Muslim Society	Moulana Wahab
Belverdere Muslim Society	Hoosen Alley
Anjuman Islam	Y Motala
Gandhis Hill Mosque	Moulana Faizel
Council of KwaZulu-Natal Jewry	Rabbi Jack Notelovitz
<b>Sporting</b>	
Tongaat Sports Council	Mr. M. Manikam
Tongaat Crusaders	E. Arbee
Coastal North Football Association	Charles
Verulam Spots Council	Mackey Moodley
Cricket	Mr. Noor Arbee
Volleyball	Mr. Kruba Reddy
Netball (Tongaat)	Mr. D. Armugam
Netball (Umhlanga)	Mrs. A. Layley
Action Netball/ Cricket – Durban North	Grant Webster
Soccer (Panthers)	Mr. Basil Pillay
Swimming Club	Miss. P. Naidoo
Tennis Club	Mrs. Nair
Bridge Club	Mrs. I Carter
Umhlaanga Rocks Bowling Club	Mr. Mackinley

Verulam Darts Association	Mr. Yats Gopaul
<b>Unions</b>	
SAMWU	Monty Naidoo
IMATU	Mrs. D. Smythe
NICWU	Selby Nsibande
FAWU	Mr. Freedom Dlamuka
NUMSA	
SAAPAWU	
Transport and General Workers Union	
SARWMU	
<b>Welfare</b>	
Tongaat Child and Family Welfare Society	Mr. Harold Maistry
Verulam Child Welfare	Ken Rajoo
Tongaat African Child Welfare Society	Ms. Ngcamu
Foza – Verulam Branch	M. Manikam
Verulam Hospice	G. K. Moodley
Verulam Blind and Deaf Society	Suren Kistan
<b>Women's Organisations</b>	
KwaZulu-Natal Home Craft Circle	Miss B. Moonsamy
Tongaat Women's Friendly Club	Mrs. P.D. Naidoo
Umhlanga Women's Achievers	Carol Cremer
Lotusville Homecraft Circle	Ansuya
Tongaat South Women's Circle	K. Nundlall
Women's Coalition	Busie Nene

<b>Youth</b>	
Hambanathi Youth Club	Dumi Majozi
Hambanathi Youth Development	Sandile
<b>Other Organisations</b>	
North Coast Art Group	Mrs. Wendy Courier
Friendship Club	Mrs. D. Burnett
Round Table	Mr. Wally Bodin
Sugar Coast Tourism	Cllr. S. Naidoo
North Coast Doctor's Guild	Dr. Nundlall
Hambanathi Returnees Action Group	Ian Mkhize
Principal's Forum - Verulam	Sam Appalsamy
Principal's Forum - Tongaat	Mr. Kannigan
ACCORD	Vasu Gounden
Tongaat Gender Forum	Mr. Rani Govender
Lions Club	Mrs. M. Stowe
Durban North Photographic Club	Mr. Malcolm Leeman
Umhlanga Toastmasters	Mrs. Brenda Ely
PROBUS	Mr. D. Hotman
MOTHS	Mr. Tree

## APPENDIX 4

### COMMUNITY PARTICIPATION STRUCTURE



## Community Participation Structure